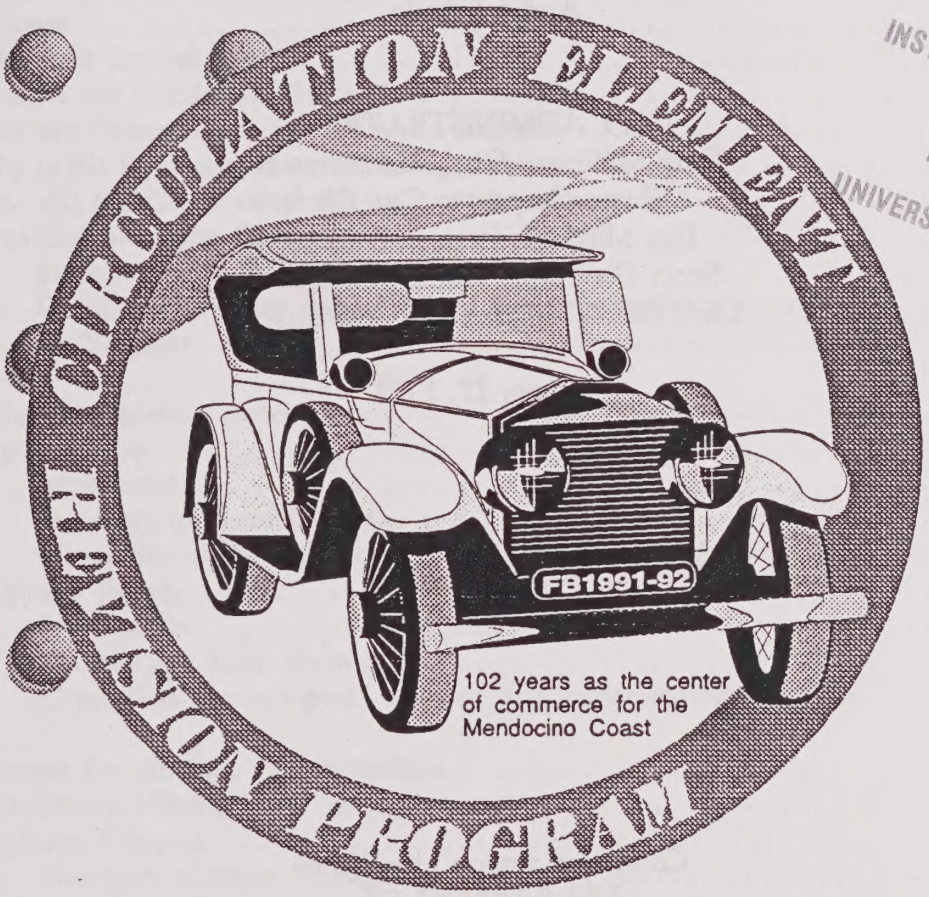
Consolidated Environmental Impact Report and Revised Circulation Element 1992



FINAL VERSION
Prepared for City Council Action
January 27, 1992

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I.
Introduction

A.
Mayor's preface

Traffic in Fort Bragg is much like the weather; everyone talks about it, but few have tried to do anything about it. In late 1989, the City Council determined that the traffic problem needed to be fully addressed and specific policies developed. To accomplish this, we decided to update the then decade old Circulation Element. This document is not an end to itself, but the beginning of a process to move Fort Bragg into the next century with long-range strategic planning.

The revised Circulation Element is presented in a different context from the remaining elements of the General Plan. It provides not only the goals that we wish to achieve, but also the Council's policy direction to achieve those goals. To do this, a strong implementing program with dates and requirements is clearly spelled out for each topic.

The Council believes that the Circulation Element, when it is adopted, will represent the desires of the community for a reasonable program that can be achieved realistically with the financial resources of the City. The Circulation Element takes a hard look at how we can work to make it easier for the residents and businesses of Fort Bragg to move across and through town. We have considered concerns and issues of vehicle and pedestrian safety. Most importantly, the Council has listened to the community in developing the element. Obviously, we cannot provide a program that will satisfy all of the individual constituencies within the City, but we believe that we have adopted a program that through the public comment process represents the greatest achievable public benefits for the community.

Developing the revised element has not been an easy task. City Staff and the City's Circulation Element team met with members of the community, held hearings through the process, and attempted to balance the dreams for smooth traffic flow with the real available resources. Implementing this element will take time, commitment, and energy. As your Council, we plan to meet the challenge of this task.

The City of Fort Bragg
City Council

Honorable Matt Huber, Mayor

B.
Purpose

The purpose of the Circulation Element is to provide the City with a blueprint of methods for solving and reducing circulation problems faced by the community. The Element provides a series of goals, policies, and implementing programs that assist in planning for physical improvements, establishing development requirements, and providing funding mechanisms. The Circulation element is intended to meet the immediate-, intermediate-, and long-range needs of the City for moving people and products from one location to another.

C.
What is a General Plan?

California law requires each City to adopt a comprehensive policy document called a *General Plan*. This Plan consists of seven mandatory, as well as a number of optional *elements*. Each element is like a section or chapter of the Plan addressing a specific scope of issues. The mandated elements include Land Use, Circulation, Scenic Highways, Open Space and Conservation, Safety and Seismic Safety, Housing, and Noise. In Fort Bragg's case, an eighth element, the Coastal Plan, is also mandated. Other optional elements, such as Parks and Recreation, Timber Production, or elements addressing issues of local importance, may be adopted as needed by the City Council.

While each element focuses on its specific topic, legal requirements include a standard by which general plans are reviewed called *internal consistency.* Internal consistency establishes that each element within the Plan is equal in its importance to all other elements. This means, for example, that if a road is at its maximum capacity, and the Circulation Element has a policy that says no new development may occur when a road reaches capacity, the Land Use element cannot include a policy to permit high density development on that road. From a legal perspective, the standard by which Courts review the adequacy of general plans in meeting State law is an examination of the Plan's internal consistency.

The General Plan represents the dreams and desires of the community and shows how a city will look over the long term planning period. Generally, Plans address immediate (five years and less), intermediate (five to ten years), and long-term (more than ten years) planning periods. The document may result in immediate changes in land use, zoning, and development standards. It may provide for a phased implementation of its policies. In any case, the General Plan is both a decision-making tool and a capital improvements guideline.

Decision-makers, such as the City Council, are strongly guided by the contents of the Plan, even if it has been adopted by prior councils. No development projects can be approved by the Council unless a finding is made that the proposal is consistent with all of the elements, goals, policies, and implementing programs within the General Plan. While the Plan can be amended, and is revised periodically to reflect changes in community values, these changes can be reviewed and considered by the City no more than four times during a calendar year. Amending the Plan requires a review of not only the specific proposal, usually a change in a land use classification, but also a check to ensure that the amendments or revised elements are consistent with all other aspects of the Plan.

In addition to the General Plan, communities may also take advantage of preparing Specific Plans, area plans, or special plans. *Special Plans* are components of the General Plan that more precisely address certain issues and development within closely defined areas. Fort Bragg is using *Traffic Plans* as a type of Special Plan to better define traffic needs and policies in the area around Highways 1 and 20 and north of Pudding Creek. Traffic Plans are adopted in a manner similar to the General Plan, and may also be amended from time to time. The Plans work in conjunction with the General Plan in relation to those issues within the Traffic Plan that are more precisely defined than the level of detail incorporated in the General Plan.

D.
What is the Circulation Element?

The Circulation Element is intended to address the policies related to moving people and products from one point to another. The Circulation Element deals with the transportation infrastructure of the City including regional traffic, local traffic, pedestrians and cyclists, and recreation

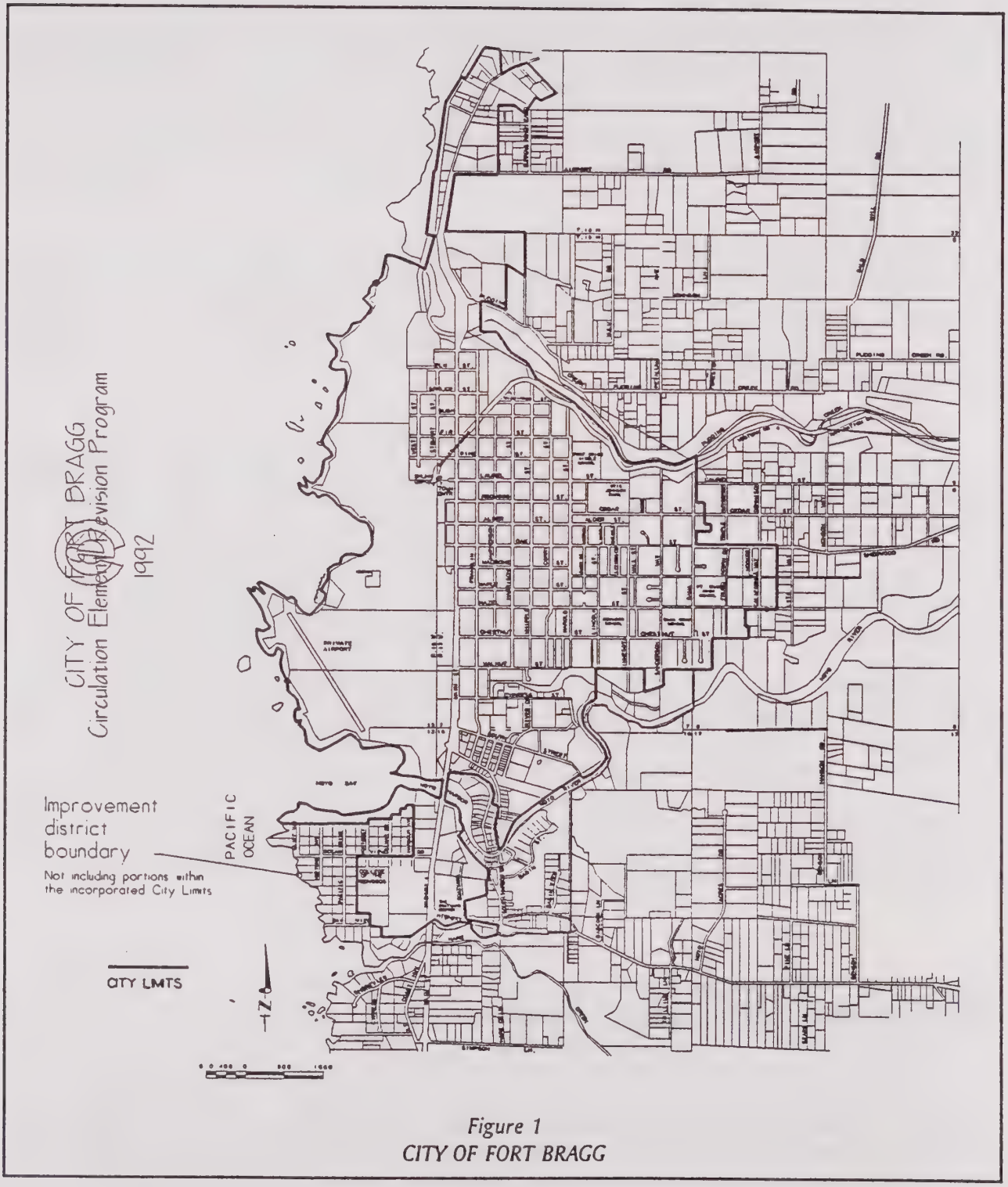

Figure 1
CITY OF FORT BRAGG

traffic.

In State law, the Circulation element is addressed as an element that includes "...the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan." The Circulation Element has been a major subject of review when General Plan adequacy is examined. The requirement was first enacted in 1955, more than half a decade before the requirements for general plans were first considered.

E.
How are General Plans and Elements adopted?

All elements of the General Plan and amendments are adopted in the same manner. The first version of the Element is called the Preliminary Circulation Element, prepared at the Staff level, and circulated to the public and various agencies for review and comment. An informal public hearing is set to learn how people feel about the Element's content. Following this period, the Staff will examine and consider the public comments, agency comments, and other information collected during the evaluation period. The Circulation Element may be modified and changed to reflect the participation.

The changed version of the Element is called the Draft Element, and is sent on to the City Council for formal public hearings. The Council will consider all of the information gathered during the earlier reviews, and make a final determination on the content of the Plan.

F.
Why is the Circulation Element being rewritten?

The Circulation Element was first written in 1971 and revised in 1980. Since that time, traffic has increased substantially, the City has expanded its corporate limits, seen new development along Highways 1 and 20, experience a change in the coastal permanent and visitor populations, and struggled as the money available for road improvements has not kept pace with the cost of the needed improvements. All of these factors have combined to make the goals and policies adopted nearly ten years ago out-of-date. Once adopted, however, the revised Element includes a direction for periodic review to measure achievement of time specific goals.

G.
How did the City develop the issues to be addressed?

In order to prepare the Circulation Element, the City first needed to take a close look at the issues of greatest importance as seen by the Council and Staff. The issues were then developed into a general concept of the Element's content. In order to determine whether the Council and Staff were in accord with community goals, a public scoping meeting was conducted in order to gather other issues. Several meetings have been held with community groups to further gather information and comments. The results of the scoping meeting are summarized in Table VIII on page 66.

H.
Organization of the Element

1. Summaries of major findings

In developing the element, a large number of facts and data, along with other considerations, were collected and reviewed. This information is summarized as major findings. The findings are presented to provide a foundation from which the goal decisions are made by the City Council once the element is adopted. The summaries do not contain the complete set of information considered, only a brief analysis of the relevant data and information.

2. Circulation element goals, policies, and implementing programs.

This forms the Plan action program and is the direction that the City must follow once the Element is adopted. Recommendations contain the goals, policies, and implementation measures that put the plan into effect.

Goals. Goals are broad statements that provide the blueprint for the future. Each goal establishes what the City desires to accomplish over the life of the Element. Goals are what the community desires to achieve.

Policies. Each goal is further defined by City Council policies. The policies provide direction to Staff, the public, and future councils as to how each project is to be reviewed under the provisions of the Circulation Element. A policy breaks the goal into achievable segments.

Implementation measures. In order to put the Element into day-to-day effect, implementation measures are adopted to provide instructions as to how projects are reviewed and what standards are to be achieved. For the most part, implementation measures are measurable standards or allocated into planning time frames. Planning time frames are short- (under five years from 1992 adoption), intermediate- (1998-2005), or long-term planning periods (occurring after 2005). This assists in planning budgets for the Road Department and Planning Department. Measurable implementation measures tell Staff which standards of review are to be used on an ongoing basis when assessing a project for approval.

3. Traffic plans

The City of Fort Bragg uses traffic plans to better define policies for more precise areas of traffic opportunities and issues. Two traffic plans are being prepared concurrently with the Circulation Element revision. Others may be added as needs arise during the life of the Element. The traffic plans address issues associated with the junction of Highways 1 and 20 (*Boatyard/Todds Point Traffic Plan*, see Figure 6 on page 20) and the area north of Pudding Creek (*North Fort Bragg Traffic Plan*, see Figure 11 on page 34). These two plans deal with the improvements of the State Highway, and the establishment of traffic budgets for developing parcels.

The traffic plans will provide direct development guidance for the City Council when reviewing proposals for rezoning, subdivision, or development of the parcels within the Plan area. The plans may result in the requirement for site-specific improvements, right-of-way dedication, or the payment of traffic mitigation fees (See Explanation A on page 7).

Explanation A
Traffic mitigation fees or impact fees

Since the enactment of Proposition 13 by the voters in 1978, the ability of cities and counties to generate funds for infrastructure has been severely constrained. The law forced jurisdictions to begin requiring new development to offset the cost of improvements that were needed to serve the new projects.

Initially, communities tended to impose fees and requirements (called exactions) that not only covered costs of serving new development, but also attempted to collect costs to offset the deficit between the need to improve the existing services in area to desirable levels over the current service level (This concept is explained in Chapter IX, beginning on page 57).

The courts have ruled that new development may only be charged the cost of providing the services needed to serve the project.

The fees that are charged are called *mitigation fees* or *impact fees*. Their purpose is to offset or mitigate the effects of the project on the community's ability to provide services.

II. The regional circulation network

A. Highway One

1. Introduction

California Highway One is the only north-south coastal arterial road serving the north coast. The state highway runs along the Mendocino Coast connecting the various smaller unincorporated communities with the City of Fort Bragg. The highway serves as a local transportation corridor for residents and businesses, a commercial corridor for transportation of goods to and from the area, and as a major visitor traffic route. Even though the road must accommodate all of these local and regional transportation needs, it remains a two-lane, narrow, winding road as an implementing policy of the California Coastal Plan. The road is classified as a Rural Minor Arterial and is a Federal Aid Primary Route.

Within Fort Bragg, Highway One meanders from two to four lanes with and without turning lanes. The road serves as Main Street for the City. The traffic volume is increased with the addition of local traffic in the Mendocino Coast's largest community. There are traffic signals at five locations in the City: Highway 20, Ocean View (not operational), Chestnut Street, Oak Street and Redwood Avenue.

CalTrans, the California Department of Transportation, is responsible for the maintenance and improvement of Highway 1. To make improvements, the agency works with the Mendocino Council of Governments (which serves as the Local Transportation Commission [LTC]), City officials, and the agency's own standards in order to assign priorities for the road. CalTrans recommends two types of major projects: New Facility Candidate Projects and Capacity Increasing Operational Improvement Candidate Projects. Locally, one project was proposed for the State Transportation Improvement Program (See Explanation B on page 11). This was to be a capacity increasing project on Highway 1 from Highway 20 on the south to Manzanita Street just below Pudding Creek on the north. The $2.3 million project is anticipated to require 34 months from start to completion. The Mendocino Council of Governments Regional Transportation Plan Update lists this as a priority 1 of 3 priority classes. The proposal, which includes some channelization, new signals, and widening, does not

include any widening activity between Oak and Manzanita Streets in Central Fort Bragg.[1] The State did not include the project in the adopted five year plan.

Table I • Highway 1 traffic volume, Fort Bragg area

Count location	*1984*	*1985*	*1986*	*1987*	*1988*	*1989*	*1990*
Mendocino north side	8,400	8,200	9,000	9,200	9,600	9,800	9,800
North limits of Caspar	9,700	9,600	9,400	9,400	9,600	10,200	10,900
Gibney Lane	9,700	9,600	9,400	9,900	10,000	10,300	11,100
South of Simpson Lane	8,500	8,800	9,600	9,900	10,100	11,100	12,100
North of Simpson Lane	14,100	14,800	15,400	16,100	16,400	19,000	19,100
Hwy 20, south of light	14,700	15,700	15,900	16,600	16,900	20,000	20,100
Hwy 20, north of light	20,500	21,800	22,400	24,500	26,000	26,500	26,500
South of Cypress Street	20,700	22,100	24,500	25,500	27,000	27,500	27,500
North of Cypress Street	20,800	22,300	24,500	25,500	26,500	27,500	28,000
South of Redwood Avenue	19,900	21,200	20,200	21,200	21,500	20,800	21,000
North of Redwood Avenue	20,100	21,500	19,600	20,600	20,800	20,800	21,000
Pudding Creek bridge	10,800	11,500	11,500	12,000	12,300	19,600	19,700
South of Airport Road	10,800	11,500	11,500	12,000	12,300	11,800	11,900
North of Airport Road	6,100	6,500	7,400	7,700	8,300	11,800	11,900
South of MacKerricher	5,500	5,900	6,100	6,300	6,700	8,300	8,500

Traffic volume has increased substantially on Highway 1 through Fort Bragg since 1980 (Refer to Figure 2 on page 10 and Table I on page 9). Annual average daily traffic (AADT)[2] on the artery reportedly ranged from 14,000 to 24,000 vehicles in 1979.[3] By 1985 the AADT had increased to 17,500 AADT at Redwood Avenue and decreased to 21,800 Peak Month ADT at Route 20.[4] However, in a 1990 count at the Highway 20/Highway 1 intersection, traffic had increased to an ADT of 27,830.[5]

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1 CalTrans, *District 1 Candidate List for the 1990 State Transportation Improvement Program* (Eureka: California Department of Transportation, April, 1989), page 28.

2 *Average daily traffic* is a measure of the number of vehicles passing a fixed point established on a road. *Annual ADT (AADT)* represents an annual average adjusted for peaks and valleys of traffic volume. *Peak Month ADT* is the highest daily traffic volume month. *Peak hour* is the highest traffic volume during a consecutive sixty minute period. Traffic counts may be compiled by a combination of automated and mechanical counters set on the road, a manual count in which individuals check off the traffic passing the fixed point, or a combination of the two methods.

3 Fort Bragg City Council, Fort Bragg General Plan, *Circulation Element* (Larkspur: Robert Williams Associates/Moore Research, 1980), page VI-1. The location of the traffic counts are not identified, it is assumed that the counts are at Highway 20 (24,000 in peak months) and Redwood Avenue (14,000 AADT). No sources were identified.

4 CalTrans, 1985 Traffic Volumes (Sacramento: California Department of Transportation, 1986), page 8.

5 City of Fort Bragg, *Draft Highways 1 and 20 Traffic Plan*, (Fort Bragg: City of Fort Bragg, October 15, 1991, page 20.

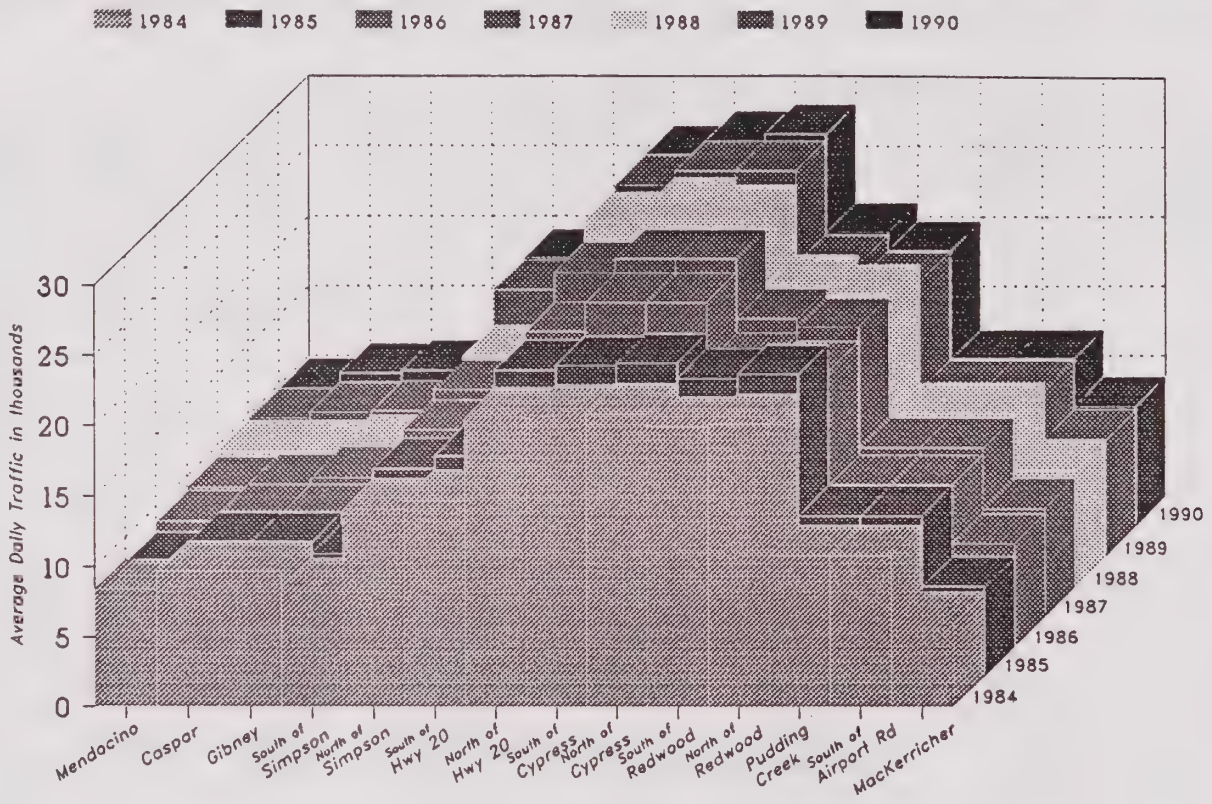


Figure 2
Traffic Volume on Highway 1 in the Fort Bragg Area, 1984-1988

2. Summary of major findings.

a. Major issues:

(1) Bridge Capacity. Traffic into and out of Fort Bragg is seriously constrained by the capacity of the three bridges: Hare Creek, Noyo River, and Pudding Creek. Each structure crosses a major watercourse with high cliffs and steep terrain at the bridge ends. All three bridges are limited to one lane of traffic in each direction. This results in severe restrictions in terms of hourly traffic volume. The end result is that no total solution to traffic congestion in the greater Fort Bragg area can be accomplished until either an alternate north-south transportation route is established or the three bridges are widened.

Explanation B
State Transportation Improvement Plan

Funding for state highway projects is developed in a systematic program that starts at the local level with the Local Transportation Commission (LTC). The LTC develops a Regional Transportation Plan (RTP) to identify critical projects. The RTP will then recommend projects for state-funded highways.

The recommendations are forwarded to the CalTrans district office which considers all district requests for funds, and establishes a priority list. This list is sent to the California State Transportation Commission, which prepares the State Transportation Improvement Plan (STIP). The seven year plan assigns priorities and funds to the selected projects from throughout the State.

In order to receive state funding, a project must first be nominated for the STIP, and then approved at the State level. Generally, from the time a project is proposed until it is funded, a lapse of five to eight years will pass.

Non-capacity increasing projects, such as road rehabilitation, operational, and safety projects are incorporated into a four-year Highway System Operation and Protection Plan (HSOPP), which currently extends through Fiscal Year 1993-94 (beginning July 1, 1993).

The proposal to widen, channelize, and install traffic signals on Highway 1 (Main Street) within Fort Bragg is an MCOG candidate project for the HSOPP proposed for adoption in April, 1992.

(2) Truck and passenger car traffic conflicts. In the 1980 General Plan, truck traffic was estimated at approximately three percent of total traffic volume, a level similar to most other rural roads in California. The truck volume has increased to five percent of total traffic volume based on data in the CalTrans' *Route Concept Report: Route 1.*[6] The conflicts occur from three different standpoints.

First, Highway 1 is the only north-south arterial road on the Coast. It is necessary for trucks to use the road to deliver and receive products from Coastal businesses. The alignment and grade on the highway make it difficult for trucks to maintain cruising speeds of 50 to 55 miles per hour. Reduced speed zones, hairpin and sharp turns, and rises in elevation all combine to slow trucks. The same issues constrain the ability of passenger cars to pass the trucks. This can lead to general congestion along the road. Within the Fort Bragg area, there are no passing lanes, except at limited locations in Central Fort Bragg where the road widens temporarily to two lanes in each direction. These areas through which passing can occur are not well marked, and may be confusing to motorists.

Second, while many of the truck drivers, especially those who live and work in the area, are highly skilled and well versed in traveling on Highway 1, there are a substantial number of passenger vehicles that are driven by Coast visitors. Many of these transient drivers are unfamiliar with the terrain, turns, and lack knowledge about safe methods of maintaining a reasonable travel speed on

6 CalTrans, *Route Concept Report: Route 1* (Eureka: California Department of Transportation, May 22, 1989), page 7.

Explanation C
Route concept reports

CalTrans prepares *Route Concept Reports* to provide a planning base from which future road improvements are scheduled. The Reports are the blueprint for how the agency reviews development that impacts the roads, plans for capacity improvements, and develops other changes on a State Highway.

the Highway. This problem is magnified by the number of recreation vehicles on the road during peak vacation times of the year. The trucks themselves can be further constrained by the visitors' vehicles.

And finally, the unusual mix of truck traffic (including not only commercial delivery vehicles, but tandem trailers, construction material hauling, and logging trucks), combined with local residents, employees, visitors in passenger cars, and recreation vehicles, all blend to make it difficult during certain seasons and times of the day to maintain an even traffic flow within and out of the Fort Bragg area.

(3) Destination conflicts. Local passenger and commercial traffic want, and realistically need, to move within the greater Fort Bragg vicinity as quickly as possible. This local traffic is combined with recreation traffic consisting of drivers who generally are neither in a hurry nor have a need to expeditiously move from one point to another. While in some situations the mix of drivers in a hurry and drivers not interested in quick travel is a cause of accidents, the accident rate on Highway 1 in the greater Fort Bragg area is about equal to the California average for rural roads.[7]

Explanation D
Arterial roads

An *arterial road* is a major thoroughfare. The purpose of the road is to move traffic smoothly and quickly through town. Arterial roads should be designed to safely move traffic without interruption from curbcuts, driveways, and traffic-delaying turns.

Arterial roads may be subclassified into "major" or "minor" arterials. A major arterial is generally an urban based road or major connecting highway, such as US 101. Highway 1 may be considered a minor arterial along the north coast, because of its width and alignment.

(4) Pedestrian conflicts. There are a number of pedestrian crossings, primarily in the Central Business District, that are located at unsignalized intersections. The traffic can grind to a halt when a group of pedestrians crosses the street at one of these locations. In addition, the pedestrian crossing at Laurel and Highway 1 is considered by many residents to be a likely location for serious pedestrian-vehicle accidents (Also see Section III.D.1.b on page 30).

(5) Traffic signal conflicts. Traffic lights throughout the City are not coordinated. Lights in the Central Business District are set by timers. Lights south of the CBD are set on demand cycles. The two types of lights need to be coordinated to traffic flow and demand. A new signal is needed between the Noyo River Bridge and Chestnut Street on Main Street. Cypress Street, with associated

[7] *Route Concept Report*, page 9.

improvements is a critical location for the new signal.

(6) Unclear signage. Some residents have complained about the signs on the State Highway. The proliferation of commercial signs for businesses detract from the various street markings. The striping of the street itself is inconsistent with parking permitted in some areas and not in others. There is a need to develop a clear identification system to show the flow of the road and to serve visitors to the community in moving them to City attractions and businesses. Revised or clarified signs could resolve this issue at minimal cost or inconvenience.

b. Opportunities for improvement.

(1) Changes in location of signals. One suggestion raised at the various scoping meetings is a change of traffic signal locations in the Central Business District (CBD). The one location of greatest concern is providing for a signal at Laurel Street to ensure safe crossings for pedestrians. This location may be too close to the Redwood Avenue traffic signal to accommodate a queue of vehicles if both lights were to turn red at the same time. However, the installation of a demand cycle and coordinated light at the two intersections could result in a signal that is adequately timed to solve the problem. Laurel Street would turn red only on demand, and it would also control the Redwood Avenue signal to ensure that lights were coordinated. This issue is discussed further in Chapter III.D.1.b on page 30.

(2) Improved and better identified pedestrian access points. Providing well signed locations for pedestrian crossings could also assist in smoother traffic flow through the Central Business District. The use of impressed

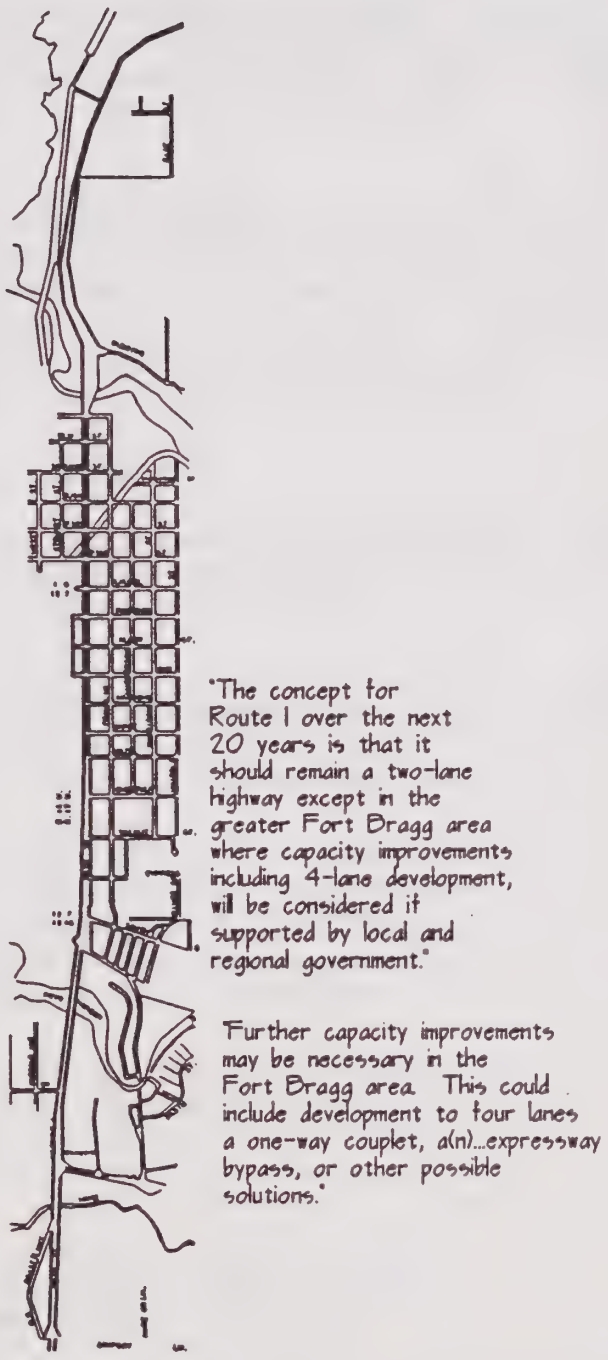


Figure 3
Highway Route Concept

pavement that resembles cobblestone, or different colored asphalt could provide opportunities to direct pedestrian traffic. An option is to utilize a coordinate color scheme of signs and sidewalks to direct traffic to the Skunk Train Station and Town Center at specific locations ("follow the red brick path"). Methods using paving materials to improve the appearance of Central Business Districts is an effort that can be funded with Redevelopment monies or Community Development Block Grant funds.

(3) Better identification and signage. Improved signs, more clearly established pavement markings, and other warning devices could assist in a smoother traffic flow without resorting to significant measures, such as eliminating on-street parking.

3. Circulation element goals, policies, and implementing programs

Goal 1: Commit to a systematic program to ensure that the CalTrans State Improvement Transportation Program (STIP) and the Highway Systems Operation and Protection Plan (HSOPP) includes needed improvements on Highway 1 within the Fort Bragg area.

Policy 1a: City representatives to the Mendocino Council of Governments (MCOG serves as the LTC) shall take all measures necessary to ensure that City projects are incorporated into the Regional Transportation Plan.

Implementation measure 1a-1: Each year at least three months prior to the date that the Mendocino Council of Governments meets to establish its priority projects for the Regional Transportation Plan, the City representative to the Commission shall schedule a workshop with the other Council members and Staff to select the City's road improvement priorities for State funds for Highway 1 improvements.

Implementation measure 1a-2: Within one month of the Council's selection of Highway 1 priorities, Staff shall prepare a report on priority improvements for Highway 1 in Fort Bragg for adoption by the City Council to be presented to the MCOG and CalTrans. The report shall include any technical data necessary to support and advocate the City's priority.

Policy 1b: The City shall work to ensure that CalTrans funds and constructs the improvements originally proposed in the Highway 1 in the 1990 State Transportation Improvement Plan project list that were not included in the adopted STIP.

Implementation measure 1b-1: During the short-term planning period, the City Council shall direct its staff to work for inclusion of needed projects in this Highway System Operation and Protection Plan (HSOPP) or State Transportation Improvement Plan (STIP), whichever is appropriate.

Implementation measure 1b-3: Prior to the conclusion of the short-term planning period, hold hearings in preparation of enacting a policy program and ordinance to collect Highway 1 traffic impact fees from new development that will derive primary access from the highway. Utilize the funds as a local match to encourage CalTrans to raise the priority of Highway 1 improvements.

Policy 1c: Ensure that in conjunction with improvements to Highway 1, a coordinated State, City, and business community effort is developed to provide clear signage within the City.

Implementation measure 1c-1: During the short-term planning period, the City shall take the lead and meet with CalTrans and representatives of the Chamber of Commerce, Main Street organization, and the business community, to establish goals for Highway 1 signs and directions.

Policy 1d: Work to construct a new traffic signal and intersection at Cypress Street.

Implementation measure 1d-1: During the short-term planning period, the City shall initiate design of a new intersection at Cypress Street and Main Street to be coordinated with the Georgia-Pacific truck road and a new signal.

Implementation measure 1d-2: Prior to the conclusion of the short-term planning period, the City, in conjunction with CalTrans, shall seek funding to jointly construct the new signalized Cypress-Main Street intersection.

Policy 1e: Establish safe crossing locations for pedestrians.

Implementation measure 1e-1: Following adoption of the Circulation Element and during the short-term planning period, the City, in conjunction with the Police Department, Highway Patrol, CalTrans, and the business community, establish clearly marked locations for pedestrian crossings.

B.
Highway Twenty

1. Introduction

California Route 20 is an east-west cross-state highway that traverses from the high Sierra Nevada mountains in the east to California Route 1 on the Coast. The stretch of road in coastal

Mendocino County provides a main east-west link to the central County through Willits. The highway is classified as a Rural Minor Arterial road to Willits. It is a Federal Aid Primary road.

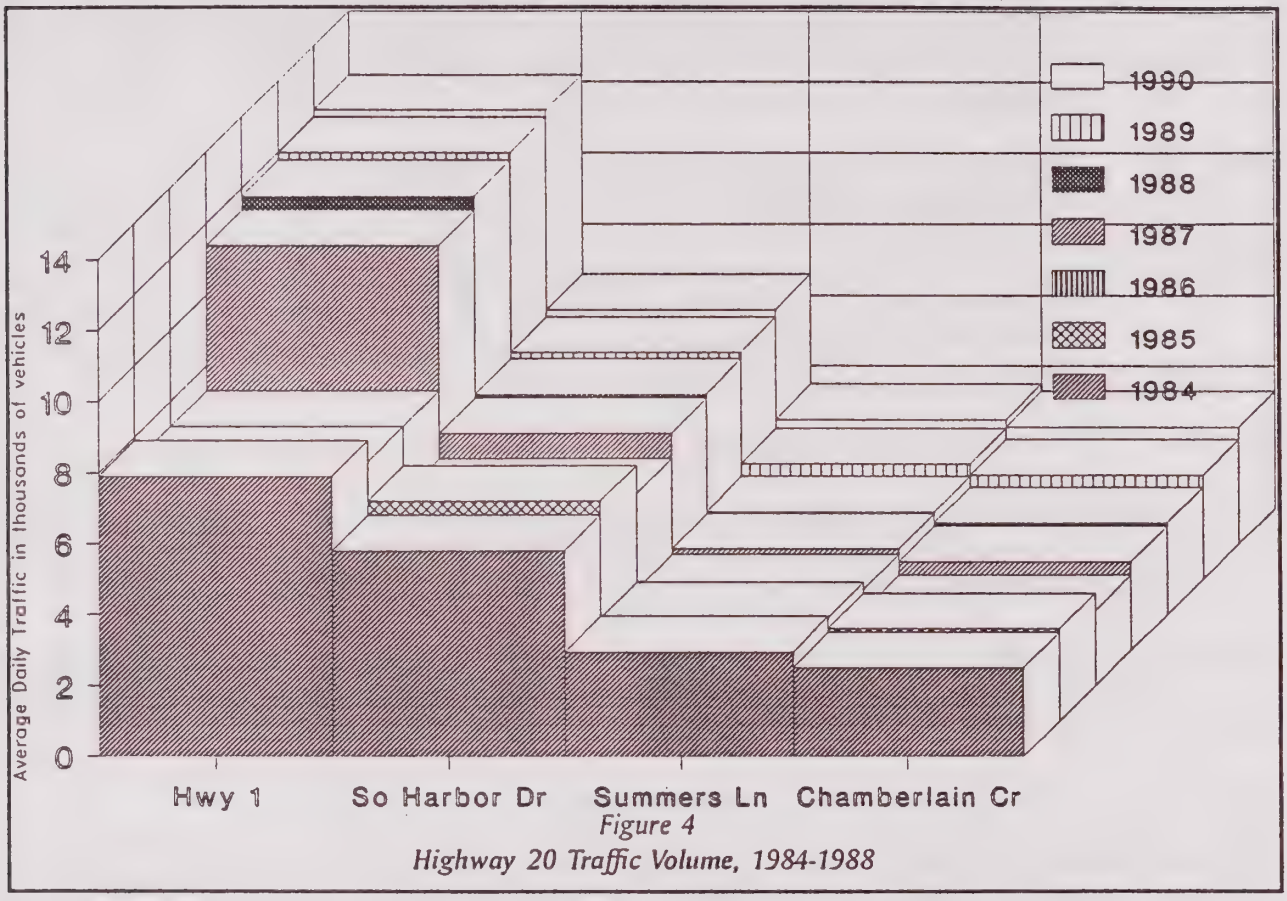


Figure 4
Highway 20 Traffic Volume, 1984-1988

Traffic on Highway 20 is increasing substantially into the Fort Bragg area. From 1985 to 1990 annual average daily traffic increased from 6,700 vehicles at the Highway 1 junction to 13,400 between Highway 1 and the entrance to the Boatyard Shopping Center. Average Daily Traffic drops to just under 10,000 at South Harbor Drive.[8]

2. Summary of major findings.

a. Traffic flow at the Highway 1 junction.

[8] CalTrans data and previously cited unpublished data from *Highways 1 and 20 Traffic Plan.*

The findings and recommendations related to this issues are to be addressed in the *Boatyard/Todds Point Traffic Circulation Traffic Plan,* which is being prepared separately from the

Table II
Highway 20 traffic volume, Fort Bragg area

Count location	*1984*	*1985*	*1986*	*1987*	*1988*	*1989*	*1990*
Junction of Highway 1	7,900	7,300	7,300	11,400	11,800	12,000	12,200
South Harbor Drive	5,800	6,200	5,400	6,100	6,200	6,400	6,600
Summers Lane	2,950	2,900	2,700	2,850	2,900	3,250	3,500
Chamberlain Creek	2,500	2,600	2,100	2,500	2,600	2,950	3,300

Circulation Element. In general, the Traffic Plan will address a number of issues associated with the junction. These include the construction of two new roads, an extension of Del Mar Drive to align from Ocean View to Highway 20, and the Boatyard Drive extension from Highway 20 to Main Street at Ocean View. This issue is discussed in broader terms beginning in Chapter III, *Special areas for circulation opportunities,* beginning on page 19.

Improvement plans call for the extension of Del Mar Drive from Ocean View to become the fourth leg of the Highway 20/Highway intersection. This improvement provides a number of design opportunities that are still being prepared. Most significantly, the improvements could provide for a second northbound traffic lane that will allow faster traffic to pass trucks and slow vehicles moving up the grade towards the Noyo River Bridge.

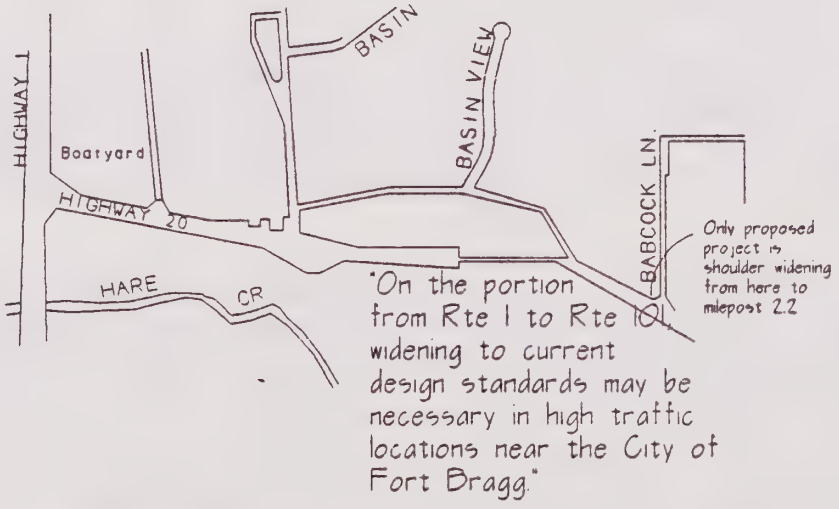


Figure 5
Highway 20 - Route Concept

In any event, no matter how traffic flow is improved between the Hare Creek and Noyo River bridges, the volume of traffic is critically constrained by the capacity of the bridges, which cannot be widened in the near future.

b. Traffic flow when future development occurs on South Harbor Drive.

The findings and recommendations related to these issues are to be addressed in the *Boatyard/Todds Point Traffic Plan,* which is being prepared separately from the Circulation Element. At the time that the Circulation Element was adopted, the Traffic Plan had not formulated preliminary findings associated with South Harbor Drive. It is anticipated that turning lanes to separate through traffic from turning traffic will be needed in the area. Long range potential may include the requirement for a new signalized intersection.

3. Circulation element goals, policies, and implementing programs

Goal 2: Ensure that development in the unincorporated areas surrounding Fort Bragg that derive access from Highway 20 provide fair-share improvements.

Policy 2a: Adopt a memorandum of understanding between the City Council and Board of Supervisors to provide the standards for fair-share improvements.

Implementation measure 2a-1: As early as feasible in the short-term planning period, City Staff shall meet with County Staff to develop a mutually beneficial program of apportioning and collecting the costs of fair-share improvements or in-lieu impact fees for development that will impact Highway 20.

Implementation measure 2a-2: Following the agreement with the County, the City shall adopt the memorandum of understanding.

Implementation measure 2a-3: Prior to March 1 of every other year following adoption of the Memorandum of Understanding, the City and the County shall meet to review any in-lieu impact fees and recommend to the Council and Board that the amounts be adjusted accordingly. This implementing program shall begin two years following adoption of the Memorandum of Understanding.

Implementation measure 2a-4: The City representative to the Mendocino Council of Governments for the Local Transportation Commission shall work to ensure that the requirement for the Memorandum of Understanding or a similar policy is incorporated into the Regional Transportation Plan at its next update.

Policy 2b: In the event that a mutually agreeable method of apportioning the fair-share of improvements on Highway 20 is not resolved by the deadlines established under Policy 2a, the City Council shall establish its own policies.

Implementation measure 2b-1: Unless a memorandum of understanding is adopted by January 1, 1994, the City Council shall establish a fair-share apportionment program for Highway 20 impacts, and shall submit comments concerning the significance of traffic impacts from projects utilizing Highway 20 if there is inadequate mitigation.

Implementation measure 2b-2: Unless a memorandum of understanding is adopted by January 1, 1994, the City Council shall establish a policy within the Municipal Improvement District outside the City limits to require conformance to City policy prior to obtaining utility services from the City.

III. Special areas for circulation opportunities

A. The Boatyard/Todds Point traffic plan area.

The *Boatyard/Todds Point Traffic Plan,* upon its adoption, will become Chapter IIIA of the Circulation Element. There are a number of reasons that this intersection is the subject of a more detailed examination of traffic. First, it is important to maintain as smooth a traffic flow as possible from the Hare Creek bridge and Highway 20 across the Noyo River bridge and into Fort Bragg. Secondly, this area has tremendous development potential, which will increase traffic into the vicinity. Finally, the Coastal Plan called for establishing a traffic plan that examined potential development impacts in relation to a "one percent increase."

At the time that the Circulation Element was being adopted, the Traffic Plan was nearing completion of its administrative draft version. While the contents of this chapter are subject to change, based on the final adoption of the Traffic Plan, there are a number of findings that were generated in the process of preparing the Boatyard/Todds Point Plan. For many years, the consistent belief was that the Level of Service in the Todd Point/Boatyard stretch of Highway 1 was at level of service E or F (See Explanation L on page 58 for a definition of levels of service).

To prepare for the Traffic Plan, an extensive monitoring of traffic volume was conducted using both computer-integrated automated counters and manual counts. Truck traffic, recreation vehicle traffic, and passenger vehicles were all counted. The data were compared to similar information

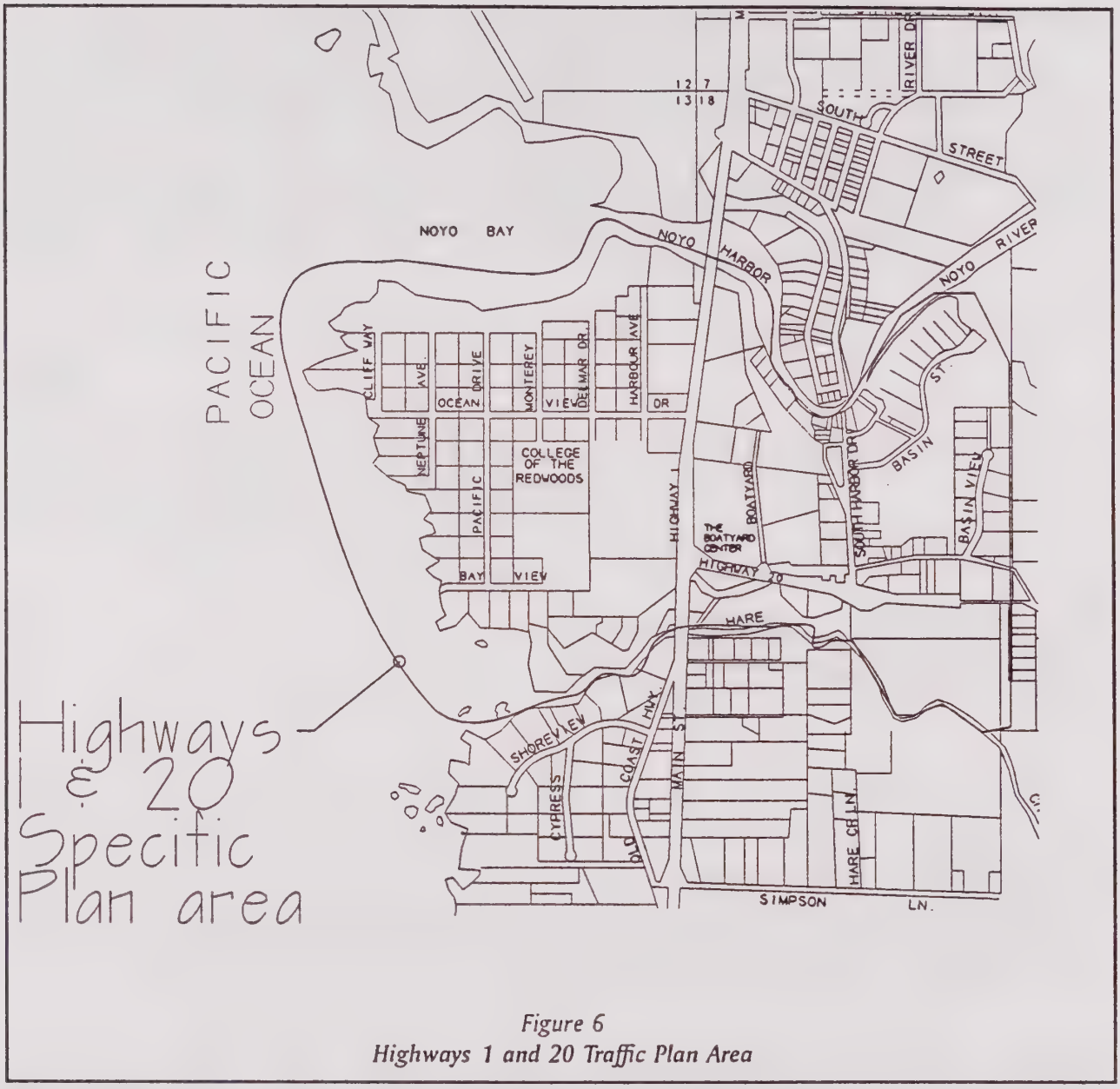
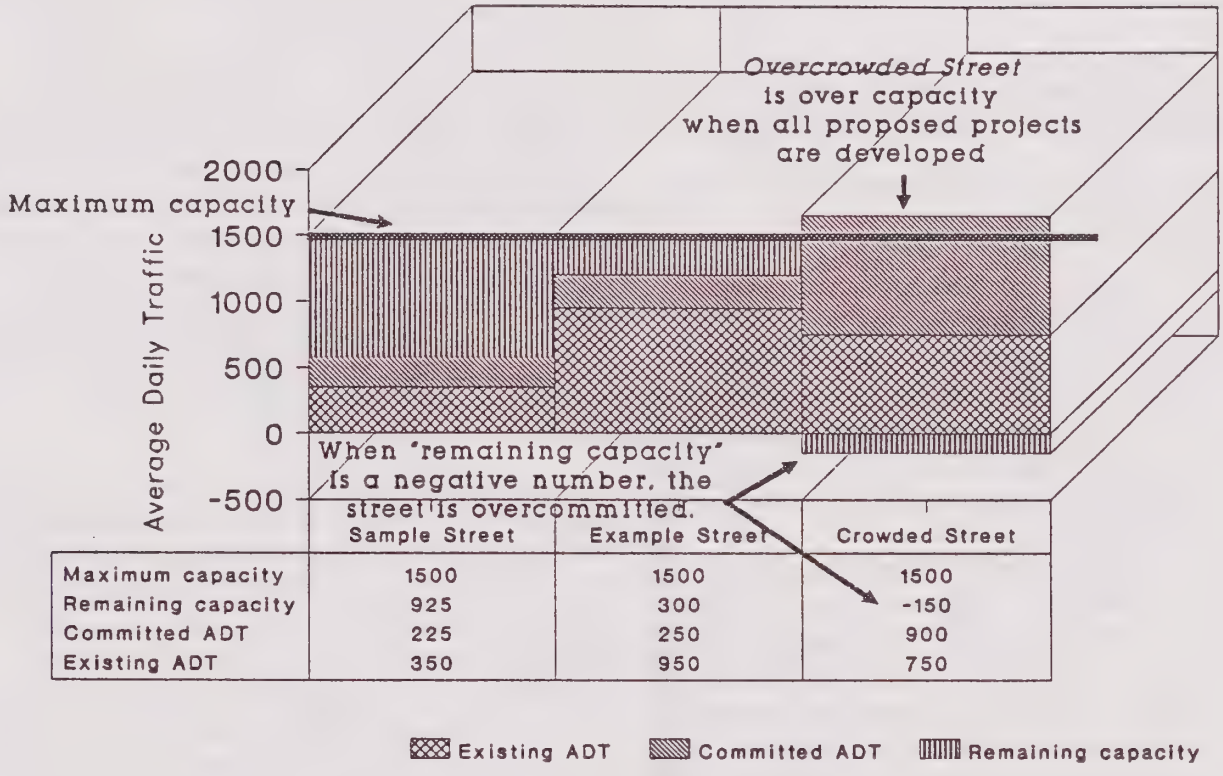


Figure 6
Highways 1 and 20 Traffic Plan Area

generated by CalTrans and the County of Mendocino for its Highway 1 Report. The conclusion is that even at peak hour,[9] the intersection is at Level of Service C, which is an acceptable service rating.

[9] *Peak hour* means the period of four consecutive quarter hour segments in which the traffic volume is the highest of the twenty-four hour day.

In order to establish a system of preserving an acceptable service level, the Traffic Plan is developing a base level of traffic which uses as its foundation current highway traffic with the natural traffic increases that will take place over the coming years. This foundation is subtracted from the capacity of the road to handle traffic during a peak hour and throughout the day to calculate how much more traffic above the natural increase can be accommodated.



	Sample Street	Example Street	Crowded Street
Maximum capacity	1500	1500	1500
Remaining capacity	925	300	-150
Committed ADT	225	250	900
Existing ADT	350	950	750

Figure 7
Graphic example of how the traffic budget works

Once the available traffic volume is calculated, the *committed traffic volume* will be calculated.[10] When the base traffic level, natural increase in volume, and committed traffic levels are deducted from capacity, then the City will have a firm figure as to how much additional traffic can be accommodated within the Plan area. This capacity will then be allocated to all undeveloped parcels on the basis of development potential. Each property owner will then have the ability to develop their land within the normal constraints of zoning and building codes and with the addition of knowing that the project can generate traffic up to its budget without traffic being considered a obstacle to construction.

[10] *Committed traffic volume* is the projected traffic increase that will be generated by projects that have already been approved but not yet constructed. This is a volume that must be accommodated and deducted from the remaining capacity of the road segment.

B.
Highway 1 Bypass

1. Summary of major findings

CalTrans has indicated informally that it is highly unlikely that there will be funds in the foreseeable future for the reconstruction of any of the three major bridges on Highway 1. The cost of providing four lanes of traffic over the Noyo River has been estimated (without the benefit of preparing any supporting engineering data) as costing as much as forty million dollars. Even with the passage of Propositions 108 and 111[11] in June, 1990, it is unlikely that the rural North Coast will be able to substantiate the need for such a cost improvement for the population base.

Explanation E
Getting around Fort Bragg

Bypasses are discussed by almost every community in California with a major highway cutting through town. The traditional bypass is a multi-lane expressway or freeway that goes around a town forming a physical boundary or barrier. This is apparent on Highway 101 at Ukiah and Healdsburg.

Other options include less costly concepts such as creating one-way north-south couplets (as in Eureka), constraining non-through traffic use of the road, or as is proposed here, creating a series of streets that provide local traffic with a method of going from north to south without using Highway 1.

The solution becomes consideration of a bypass road that would reroute traffic around the congested Fort Bragg island between Pudding Creek and the Noyo River. The traditional bypass is comparable to what is being constructed around Cloverdale.[12] A new alignment of four lanes, if such were to be proposed, would most likely be designed to leave the current Highway 1 route alignment near Simpson Lane, cross Hare Creek, Highway 20, and the Noyo River east of the City, and then reconnect north of Pudding Creek, probably around Pudding Creek Road or south of Cleone near Mill Creek Road. This type of bypass is intended to serve through and regional traffic rather than local traffic. It also results in diverting traffic that might stop on impulse to shop and visit Fort Bragg.

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[11] *Propositions 108 and 111*, enacted by voters in June, 1990, are intended to provide for an increase in revenues available for the improvement, new construction, and maintenance of the State highway system, and increases in public transportation opportunities. While the special funds are a substantial increase, the allocation of funds is based on population rather than gasoline sales. This means that the Coast's allocation will be based on the number of residents, rather than the number of road users.

[12] The Cloverdale Highway 101 bypass is a good example of the time and money constraints associated with a major new highway construction project. The project was first identified by CalTrans in the 1960s, passed environmental review in the mid-1970s, and is yet to be completed in 1990.

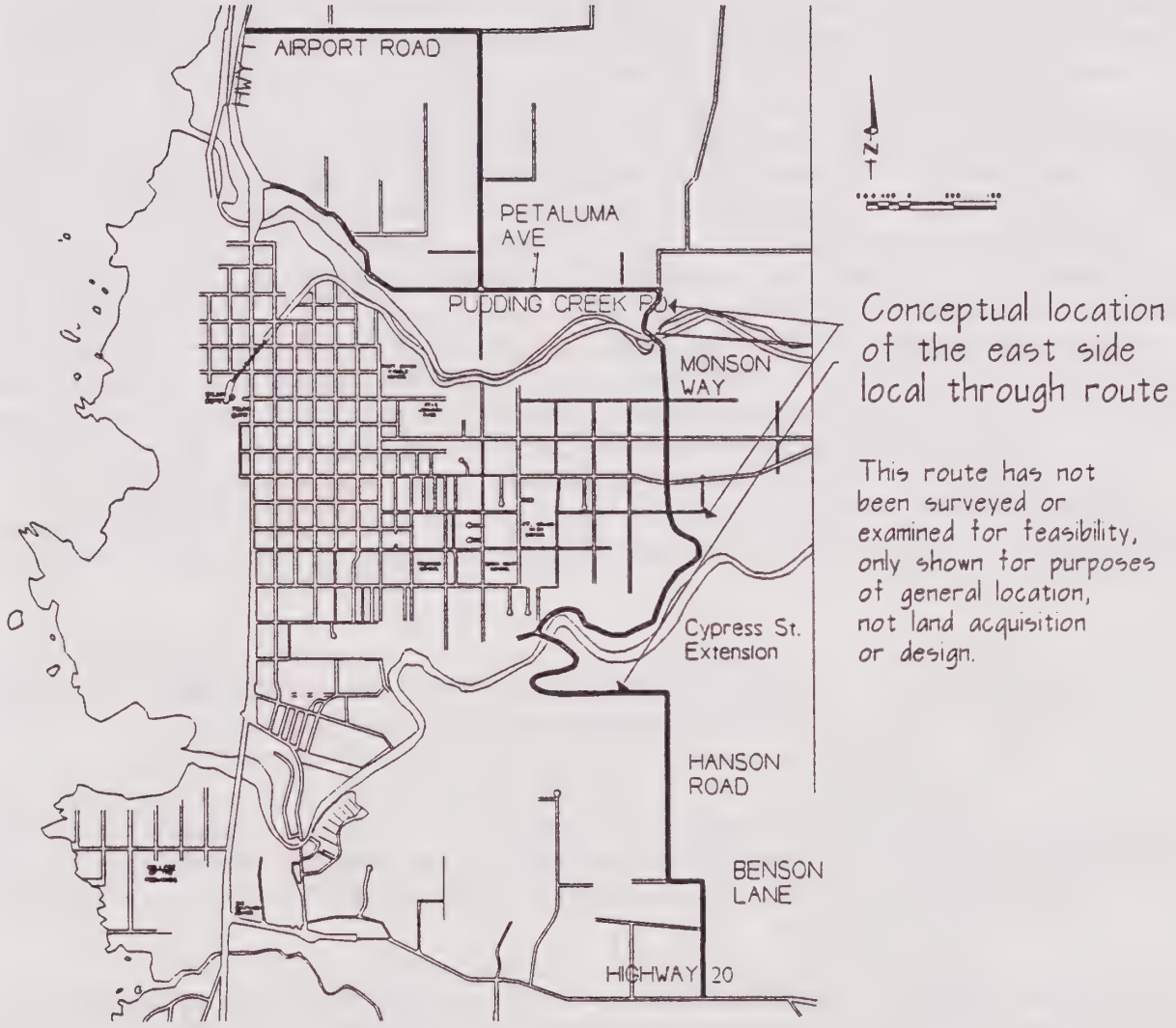

Figure 8
Conceptual route: Eastside access

The cost of such a road is extremely expensive. There would be three bridge crossings, substantial right-of-way acquisition costs, and potentially extraordinary mitigation measures to protect or replace wetlands and other sensitive coastal environmental habitats impacted by the route.

The approach to the bypass is from an unconventional perspective that when implemented would result in the development of an access to serve as a route for local traffic to reduce the conflicts between local traffic and through traffic on Highway 1. Another option, examining methods of diverting Highway 1 traffic with a couplet through the Georgia-Pacific property or along Franklin Street was considered and rejected during the hearing process for the Circulation Element.

The "traditional" bypass. As discussed earlier, the traditional bypass serving regional traffic is an unlikely development in the foreseeable future due to the environmental and physical costs associated with its development. A number of factors: extensive residential development south of Highway 20, the steep terrain, sensitive wetlands and habitats, and sheer cost prevent its serious consideration. The City may want to consider the potential for an extremely long-term (more than twenty year) goal.

The "local" bypass. A more realistic bypass that may be achievable within twenty years is the construction of a loop road that is designed to provide an alternate north-south route for local traffic. The anticipated route would travel north from Highway 20 using the Benson Lane to Hanson Road alignment. A new connection needs to be constructed to cross the Noyo River. It would appear that a realistic approach is to divert the traffic along portions of the Georgia Pacific logging road to the existing one lane bridge. The bridge would require reconstruction for regular traffic, but the terrain at the crossing is not as steep as at Noyo Harbor. This aids in reducing construction and environmental costs.

The new segment would need to be constructed up to the alignment of Monson Way, and then north to Pudding Creek. A crossing over Pudding Creek will be needed and then the road would connect to Pudding Creek Road, or follow a new segment to Airport Road.

The major aspect of this approach is that with the exception of the new segments to be constructed, the intent would be to maintain existing alignments with minor increases in road width and shoulders. The road would not be intended to be an expressway for a completely fast, uninterrupted flow, but serve as a major collector to bring traffic smoothly from other streets along the route to and from Highway One.

The steps required to move forward with the bypass concept stretch over a number of fiscal years. While work will begin in the near-term planning period, it will not be completed until today's long-term planning period (Year 2000 to 2010) becomes the near-term planning period. To prepare for a major road alignment and construction project, the local jurisdiction must first determine the need for the road. This step is part of the Circulation element, and is expressed in the next section as a goal.

The second step is to determine one or more possible routes for the road. This information is needed in order to develop even the most primitive of cost estimates and to initiate the environmental

review process. When the potential routes have been selected, it becomes necessary to determine the funding sources. It is unlikely that limited City and County road funds can underwrite the cost of this road. It may be unfair to construct it using the local governments' bonding power, which places the cost on the local residents. Prudent action requires that the City seek some type of State support for financing the project.

In order to accomplish this objective, the project must be included in the Regional Transportation Plan (RTP) as adopted by the Mendocino Council of Governments. When the concept of the East Side bypass is included in the RTP, it is then assigned a priority. The priorities are forwarded to CalTrans for its recommendation for inclusion in the State Transportation Improvement Plan. Because the STIP is based on a seven year funding program, once the East Side Bypass is approved for the STIP, there is a seven year delay prior to monies being made available. Another factor is that the entire route is located within the unincorporated area of the County.

Combined with this funding process is the normal road construction process of surveying the route, designing the road, acquiring right-of-way, preparing the bids, and finally constructing the road. The land use planning process also has an impact. The City and County General Plans may require amendments in order to ensure that land use changes and development in the areas proposed for the East side bypass are not subject to preventable encroachments that increase the difficulty of completing the road.

2. Circulation Element goals, policies, and implementing programs

Goal 3: Strive for the development of the east-side local bypass.

Policy 3a: Select a potential primary and alternate route scheme for further study.

Implementation measure 3a-1: In the short-term planning period, budget funds for the preliminary route selection for the east-side bypass. The funds shall be used for field work and preliminary engineering and environmental analysis of the route feasibility.

Implementation measure 3a-2: During the short-term planning period, work with CalTrans, Mendocino County Planning and Public Works, and Mendocino Council of Governments (MCOG) staff to determine the best approach for making a preliminary route selection.

Policy 3b: Work towards inclusion of the east-side local bypass in the Regional Transportation Plan.

Implementation measure 3b-1: Once the preliminary route selection has been completed, and the City has determined whether the east-side local bypass concept and route are feasible, work with the County to direct the City and County MCOG representatives to begin

the process to nominate the route for funding in the intermediate-term planning period.

Implementation measure 3b-2: When the preliminary route is selected, work with CalTrans officials, County officials, and the City's legislative representatives to seek additional State funding for the project.

Explanation F
General Plan changes

To ensure the internal consistency of the General Plan, the City will need to add policies to its land use element to provide for right-of-way preservation once potential routes are officially proposed.

The changes may also need to apply to the Sphere of Influence prezoning areas, and the County's General Plan.

Methods of preserving right-of-way while still protecting property rights include requiring setbacks from the possible route, limiting subdivision activities along the route, and precluding zone changes from current uses or zones to more intensive land uses.

C. Noyo Harbor

1. Summary of major findings

One of the major visitor attractions to Fort Bragg is Noyo Harbor. Located in the unincorporated area of the County (surrounded by the City of Fort Bragg) at present, the Harbor basin and environs is a major commercial fishing center as well. The Harbor is accessible from two separate roads with no direct access across the Noyo River from the basin.

South Harbor Drive is located off of Highway 20 approximately one quarter mile east of Route 1. North Harbor Drive is located off of Highway 1 immediately north of the Noyo River Bridge. Both roads are narrow and steep with little room for any combination of passenger or commercial vehicles, pedestrians or bicyclists. There is no other access in or out of the basin.

North Harbor Drive provides access to some residential units, visitor accommodations, fishing boats, restaurants, and some of the commercial fisheries. In addition, it is the only way of reaching a major public coastal access point at Noyo Bay. At Highway 1, southbound traffic making a left turn to North Harbor Drive has limited distances for stacking. At times it is difficult to make this turn, as its location at the north end of the Noyo River bridge faces approximately 14,000 northbound vehicles daily, working out to as many as 1,100 in a peak hour, and potentially more than 300 vehicles in the heaviest travelled fifteen minute segment.[13]

Presently a draft Harbor Master Plan is being circulated for review and comment. The Plan summarizes pending improvements and identified needs, but provides no assignment of priorities or

[13] Unpublished *Highways 1 and 20 Traffic Plan* data.

Explanation G
Noyo Harbor Plan

At the time that the Circulation Element was beginning the public review process, the Harbor Plan had been the subject of several preliminary hearings.

Once the Harbor Plan, which is being prepared by the Harbor District, is completed, it will be the subject of review and amendment from time to time.

goals that would establish a Harbor community commitment towards any of the projects.

A number of solutions present themselves to the City. The most effective appears to be the option of creating better road access into the Harbor District by extending Cypress Street from Highway 1 west along Noyo Bay and under the Noyo River Bridge. This will allow a prohibition on left turns from southbound Highway 1 to eastbound North Harbor Drive, and a similar prohibition on turns from North Harbor Drive to southbound Highway 1. All traffic would effectively be diverted to the new Cypress Street intersection. The potential exists between the Harbor Plan and changes implemented by the 1992 Circulation Element to make the Cypress-Highway 1 intersection the major Fort Bragg intersection.

Because the Harbor District is outside of the City's land use jurisdiction, it is necessary to ensure that the land use intensities and traffic generating potential created in the revised Harbor Plan can be handled by the City's circulation network. The narrowness and alignment of North Harbor Drive as it drops into the basin limits the volume of traffic that can safely move between the basin and the City in either direction. Increases in publicly-oriented land uses, whether it be commercial visitor attractions or passive recreation (such as a parking area for coastal hiking or cycling), have the potential to create traffic congestion in the area.

The City needs to work closely with the Harbor District and the County in terms of assessing the impacts of new development under the Harbor Plan. The County may be in a position of needing to implement mitigation requirements for new development that will aide in the construction of the West Cypress Extension.

2. Circulation Element goals, policies, and implementing programs

Goal 4: Work towards the short-term development of the Cypress Street West-North Harbor Drive connection under the Noyo River Bridge.

Policy 4a: Direct the City's representative to the Mendocino Council of Governments seated as the LTC to seek inclusion of the Cypress-North Harbor extension in the intermediate-range Regional Transportation Plan.

Implementation measure 4a-1: Prior to the adoption of the next Regional Transportation Plan update, pass a resolution calling for the Cypress-North Harbor extension to be included as an intermediate-range priority.

Goal 5: Develop a coordinated circulation program with the Harbor District.

Policy 5a: Participate in the adoption of the Noyo Harbor Plan now being prepared to ensure that key circulation issues are addressed.

Implementation measure 5a-1: Direct Staff to work with the County, Harbor District and Coastal Conservancy to develop a Memorandum of Understanding related to traffic impacts created by the Harbor Plan. Take a strong position to ensure that proposed Harbor Plan policies will not conflict with the City's General Plan.

Implementation measure 5a-2: If a Memorandum of Understanding is not agreed upon by January 1, 1994, the City shall direct Staff when reviewing projects in the Harbor District to utilize the California Environmental Quality Act to ensure that traffic impacts are assessed and that fair share cost allocations for improvements are imposed. The Council may consider additional actions, such as annexation, if a memorandum is not agreed upon for the area.

Policy 5b: Develop a mitigation program for traffic impacts generated by new Noyo Harbor and Noyo Basin development.

Implementation measure 5b-1: As a part of the coordinated circulation program with the Harbor District, establish a method of ensuring that new development provides it proportional fair share of the costs for implementing the needed improvements.

Implementation measure 5b-2: When new development is proposed in the Harbor or Basin, ensure that the environmental review process and project review process includes a thorough traffic impact assessment, including analysis of changes in levels of service, turning movements to and from Highway 1, and peak hour traffic impacts.

D.
Central Business District

1. Summary of major findings

The Central Business District is defined as predominately the area from Oak Street on the South to Pine Street on the north, one block west of Main Street on the west to McPherson Street (both sides of the street) on the east. The District serves as Fort Bragg's downtown and a major part of its regional shopping attraction. The area has mixed retail, service, and visitor businesses. It includes major access points to the Georgia-Pacific facility, downtown shopping and civic facilities, and the California & Western Rail Road (the Skunk line).

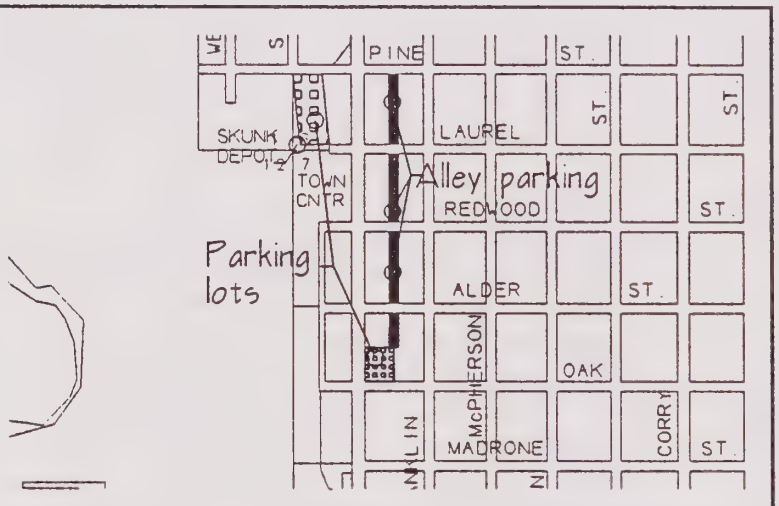

Figure 9
Potential downtown parking areas

a. Parking

In the central portion of the district, off-street parking is limited. Most of the parking occurs onstreet. A 1986 study determined that there are more than 550 parking spaces located on the various downtown streets.[14] More than one thousand off-street parking spaces were identified in the study.[15] The study identified that 61 additional parking spaces were needed to meet both transient and long-term parking requirements in the Downtown area.

The 1986 parking study identifies undeveloped parcels which could accommodate a total of 166 spaces. None of the identified locations, however, are located in close proximity to the high usage blocks on Main Street. One is located three blocks south of Laurel Street at Oak Street.[16]

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[14] Mendocino Development Corporation, *Fort Bragg Parking District Study* (Ukiah: Mendocino Development Corporation, February, 1986), page 4.

[15] IBID., page 9.

[16] IBID., page 46.

An opportunity that is under discussion concerns construction of a multi-level parking facility at the California & Western Railroad depot at Stewart and Pine Streets. The facility could provide much needed parking for both the shopping district (provided that safe pedestrian crossings are provided at Laurel), the Town Center, and the Skunk. Such a facility is expensive, and could place a severe commitment on long-range redevelopment funds. However, a number of options about the facility's development include the construction of retail stores along the lower level streetscape and investing the funds to ensure an attractive facility complementing downtown architecture as opposed to a concrete edifice.

b. Pedestrian safety crossing Highway 1.

One of the key issues raised by a number of different groups is the safety of pedestrians crossing Highway 1 at Laurel Street to move from the onstreet parking and shopping areas to the town square, major department store, and the Skunk trains. Main Street widens to two lanes in each direction with a left turn lane at the traffic signal in the intersection of Redwood Avenue. Laurel Street, located one block north, is a location where northbound traffic is warned to merge right and southbound traffic sees that the road is widening ahead. While there have not been a significant number of accidents over the State average for the intersection, participants in the Circulation Element scoping process stressed that this intersection is an "accident waiting to happen."

There are a number of different methods of resolving the situation. These include installation of a traffic signal at Laurel and Main Streets, construction of a pedestrian overpass or underpass, and restricting pedestrian access.

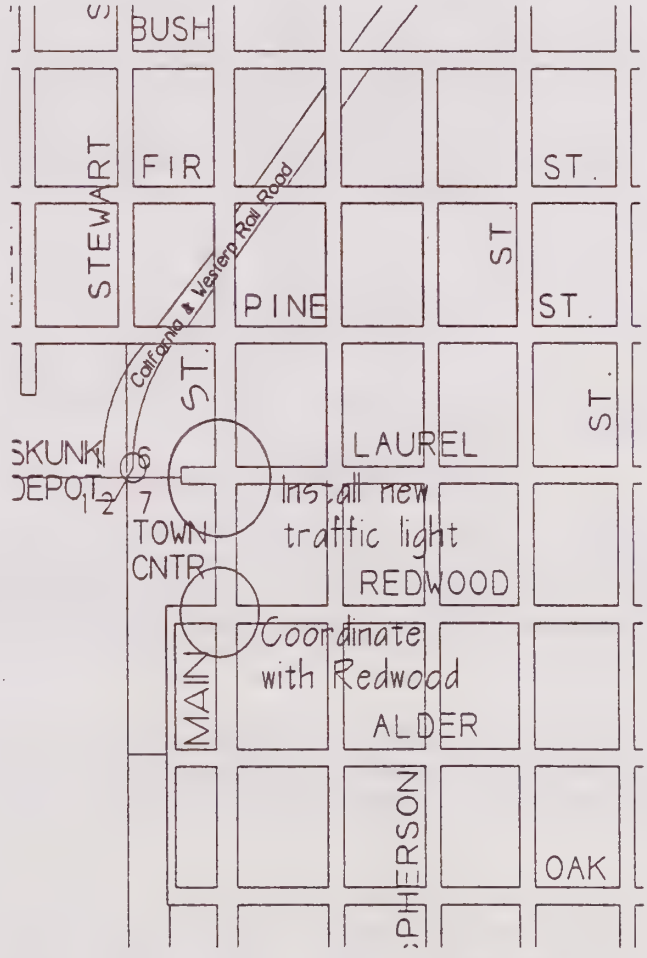

Figure 10
Laurel-Main Street intersection

CalTrans has indicated that the intersection at Laurel Street and Highway 1 does not warrant a traffic signal, and that it is too close to the signal at Redwood Avenue to provide an effective means of maintaining traffic flow. If the signal option were to be pursued, a new system at both Laurel Street and Redwood Avenue could be considered. Rather than a timed signal, the new signal could be developed on a demand basis, coordinated with the two intersections so that traffic on Main Street basically has a green light at both locations in sequence with traffic flow. This approach may not fit neatly into standard engineering specifications, but the balance is weighing conventional traffic flow against pedestrian safety. One factor which has not been considered in terms of traffic signal warrants at Laurel Street is the effect that a parking structure at the Skunk depot will have on the intersection. If Georgia-Pacific moves its main entrance to Cypress Street, if the parking structure is constructed, and if (as proposed on page 53) the depot becomes a transit center, the light at Redwood Avenue may no longer be warranted.

Explanation H
CalTrans' comments about changes on Main Street

CalTrans indicates that its reaction to the proposal for a new traffic signal north of downtown Fort Bragg would be to place the signal at Elm Street rather than Pine Street.

With the elimination of the West Side couplet proposal, this location may work well with the Holmes Lumberyard and Glass Beach projects.

The pedestrian overcrossing or undercrossing were at one time reasonable ideas, but new requirements for equal access, limited land area, and the general cost make the options impractical.

The third option is to combine beautification of the streetscape with restricting pedestrian access at Laurel Street. The sidewalks could be repaved with tinted concrete or constructed with paving stones. The tinting would also be constructed in the appropriate crosswalks. Pedestrians can be instructed to follow the "cobbled brick pathway" to various locations through pedestrian scale sidewalk signage. The problem is that people on foot (and in cars) prefer to take the shortest distance between straight lines.

c. *Parking mitigation*

In many communities where central district parking is a problem, an in-lieu parking mitigation fee is established as an attempt to acquire new funds for purposes of building offstreet parking facilities. The success of the fees is based on the turnover of new businesses within the district, changes in intensities of land use, and the availability of feasible sites for offstreet parking within a reasonable walking distances of stores within the district.

The point of balance is that many central business areas are struggling to maintain shop occupancy. New businesses in the central core tend to be those with the capability of paying economical rents, attracting specialized or specific customer bases, and with a lesser need for drive-by, or window-shopping traffic. The reasons for this change have been documented in numerous studies of central business development over the past two decades of the national trend towards declining downtowns.

CBD businesses still require parking, as without it, no business can experience growth and strong profitability. However, the difficulty is centered on the need to make up for the lack of parking by establishing impact fees or surcharges on doing business downtown. When a business moves into a location that has offstreet parking, there are generally no special charges or requirements to buy-into additional parking. This means that opening a non-CBD business may usually require only a business license for the new location and perhaps a building permit to cover any remodeling. When a community imposes a fee for parking mitigation,[17] this cost is added to the cost of starting a business. If the fee is too high, it is, in effect, a penalty for doing business downtown.

A strong central business district is an integral part of a strong community. While the CBD may no longer provide the sales tax base it once delivered to City coffers, when a community is judged by outsiders considering relocation, a strong characteristic of the judgement is based on the appearance of its downtown area. Outlying shopping zones are considered a convenience and a plus, but a strong, active downtown is considered the City's heart.

For this reason, the costs associated with downtown parking are of community-wide benefit, in addition to being a benefit to the CBD businesses. The costs of developing parking need to be shared proportionally on a community wide basis, with the majority coming from the CBD.

A review of parking opportunities in the Central Business District is being undertaken in the summer of 1991. This updated inventory from the 1986 study will provide the hard details needed to locate new parking locations off of City streets. The study will provide programs to ensure that parking goals and implementing programs in the Element are achieved.

2. Circulation Element goals, policies, and implementing programs

Goal 6: Establish the creation of parking spaces in the Central Business District as a highest priority item for the Redevelopment Authority.

Policy 6a: Seek to develop a minimum of 103 parking spaces in off street locations.

Implementation measure 6a-1: In each Fiscal Year budget for the Redevelopment Authority, during the short-term planning period, allocate collected parking mitigation funds, parking permit fees, and other selected revenue sources with matching Redevelopment Agency money, if possible, for the development of an annual average of at least twenty-one off-street parking spaces.

[17] *Parking mitigation or impact fees* are generally based on the cost of constructing a new parking space. Depending on the system, parking fees may include the cost of land acquisition, construction of the parking space, the maintenance costs, or a combination of factors.

Policy 6b: Establish a program to apportion the costs of developing new parking in the Central Business District that shares the cost over as a great a base as possible.

Implementation measure 6b-1: During the short-term planning period, work with the Main Street Organization, Chamber of Commerce, Redevelopment Authority, and other business groups to define a fair apportionment based on the overall benefits of a strong downtown area.

Implementation measure 6b-2: During the short-term planning period, establish fairly apportioned parking space development fees for offstreet spaces that will be charged to all new businesses in the Central Business District for purposes of acquiring and supplementing funds for developing off-street parking.

Policy 6c: Encourage the development of non-traditional parking locations for downtown employees and business owners.

Implementation measure 6c-1: During the short-term planning period, amend the zoning code to permit non-conventional parking spaces for employee and proprietor use in the Downtown area, and encourage Central Business District businesses to utilize alley space and other locations.

Implementation measure 6c-2: When considering parking assessments, provide incentives or assessment credits to businesses that provide non-traditional parking spaces in conformance with this policy.

E.
North of Pudding Creek

The circulation in the area north of Pudding Creek is proposed to be addressed in the *North Fort Bragg Traffic Plan*, which is in preparation. Just as with the Boatyard/Todds Point Plan, the North Fort Bragg Traffic Plan will establish a traffic budget for each undeveloped parcel.

The purpose for this program is to ensure that the new development that is possible under the zoning districts assigned to the area will be accommodated. In addition, the Plan will look closely at alternative land uses or development plans for the vicinity in assigning the traffic budget.

The key issue for development north of Pudding Creek centers on the required improvements for the State Highway. CalTrans has been requesting a one hundred foot right-of-way that is centered fifty feet either side of the centerline of the highway. Some parcels west of Highway 1 are so narrow,

that a right-of-way this size could remove all developable area from the property. The Traffic Plan will provide an analysis and assessment as to how much roadway is needed.

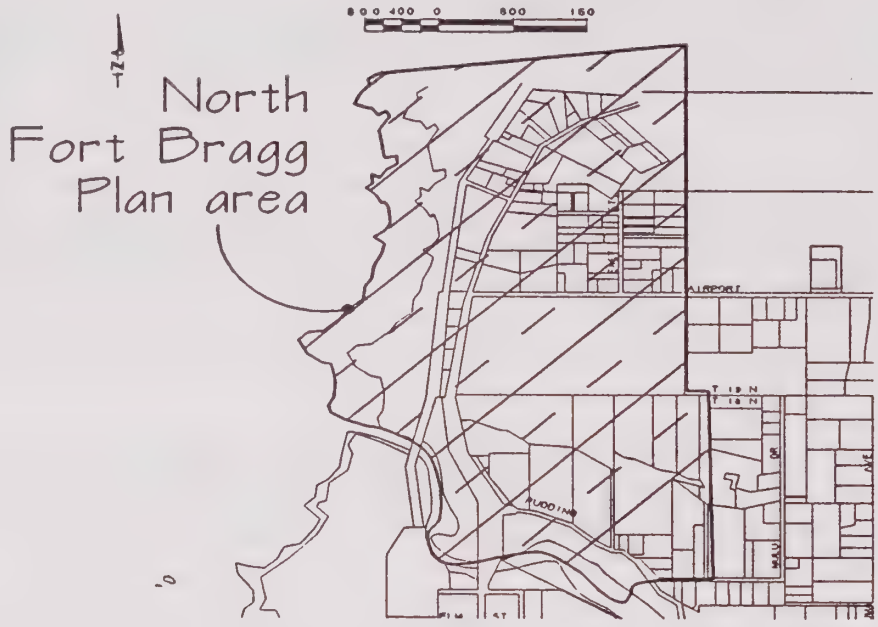

Figure 11
North Fort Bragg Plan Area

One of the key results of the North Fort Bragg Traffic Plan will be the *traffic budget* for each parcel in the area. The concept of determining the traffic budget is shown in Figure 7 on page 21. This same approach will be used in the North Area Traffic Plan. The ability of Highway 1 to carry traffic increases will be assessed, improvements to maintain and enhance traffic flow will be recommended, and a level of traffic will be assigned to each parcel for purposes of allocating the future traffic fairly.

F.
Cypress Street

1. Summary of major findings

Cypress Street is a City Collector street that connects Highway 1 on the west to a commercial area between Franklin Street and southerly extension of Harrison Street and a residential area approximately one quarter mile further east.

a. Intersection improvements.

As part of the 1990 STIP improvements to Highway 1, a traffic signal is proposed at Cypress Street and Highway 1. The signal will allow future construction of a four way intersection connecting

on the west side of Main Street with North Harbor Drive under the Noyo River Bridge at the public access point. An existing logging road parallels Cypress Street east of Main Street. It is anticipated that this private road will be incorporated into the public improvements.

The best opportunity would be to work with Georgia-Pacific to have the firm abandon and sell portions of the right of way between Main Street and Franklin Street, and work to improve the intersections with Highway 1 and also at Franklin Street.

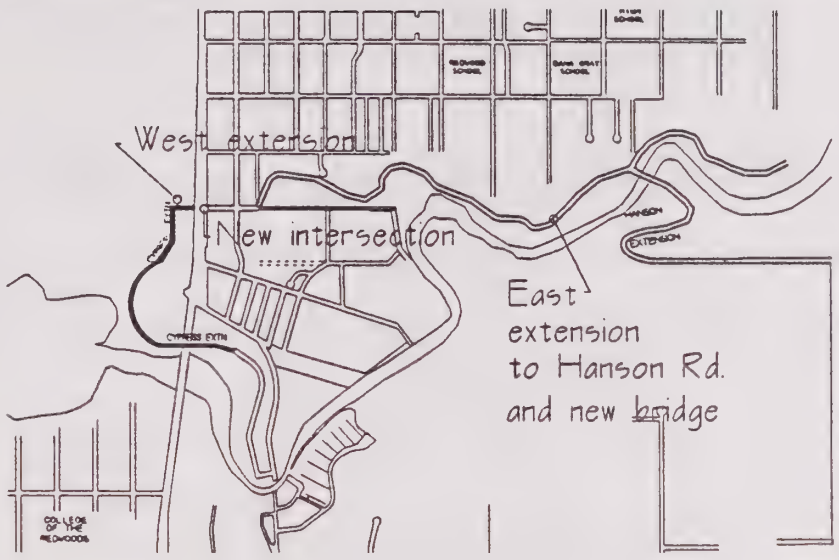

Figure 12
Cypress Street Extension

As a part of the program to assist in smoothing traffic flow on Main Street, lights are needed in the near term at Cypress Street to divert harbor-bound traffic from trying to turn left at North Harbor Drive to the newly controlled intersection at Cypress Drive. This intersection has the potential to become the most-used intersection (except for Highways 1 and 20) within the City.

b. Use of the street as an alternate east-west route.

Cypress Street also provides a logical access with the Georgia Pacific logging road and the potential upstream Noyo River crossing (east side local bypass). If constructed, this route provides a means of diverting traffic from Highway 1 north of the Noyo River Bridge to the Monson Road alternate. Converting the private road to a public right-of-way allows the construction of an access from the Noyo River Crossing of the East Side bypass with Main Street north of the Noyo River Bridge. Once this would be constructed, it provides an additional relief from traffic on the Noyo River Bridge and local access to the harbor from most of the City without using Main Street.

2. Circulation Element goals, policies, and implementing programs

[Note: Goals related to the improvement of Cypress Street to the West are included under the Noyo Harbor goals in Section III.C.2 on page 27]

Goal 7: Include the extension of Cypress Street to intersect the east-side local bypass.

Policy 7a: Maintain adequate right-of-way to accomplish the Cypress extension.

Implementation measure 7a-1: When reviewing development proposals that will border the logical terrain for the Cypress extension, ensure that the City is reserving adequate right-of-way[18] for the Cypress extension. For development in the unincorporated areas, ensure that the County is reserving adequate right-of-way.

Implementation measure 7a-1: Ensure that the proposed alignment and consideration of alternatives incorporate an assessment of the impacts on potentially sensitive habitats as a part of the route selection process.

G.
Chestnut Street.

1. Summary of major findings

Chestnut Street is identified as a City Arterial in the 1980 General Plan Circulation Element. While the road provides a logical access from Highway 1 to the Redwood and Dana Gray schools, the street is far narrower than most east-west streets. A number of participants in the scoping process indicated that in order to accommodate a sixty foot right of way and suitable width for an arterial street, parking in front of residences will need to be eliminated, and right-of-way may need to be acquired in some blocks. While the need for a smooth flowing east-west school access has been readily apparent for the last decade, no action has been initiated to improve the street. City officials have expressed concern that the tight configuration of lanes and parking reduce visibility of school children who use the street as access to the schools.

[18] *Adequate right-of-way* means a suitable width that accommodates the width of travel lanes (generally 14 feet), shoulders (four feet), bicycle lanes, if desired (increasing shoulders to six feet), and land area to accommodate the top to the toe of fill and the base to the top of a cut. The width for a new road of this significance should be 60 to 80 feet.

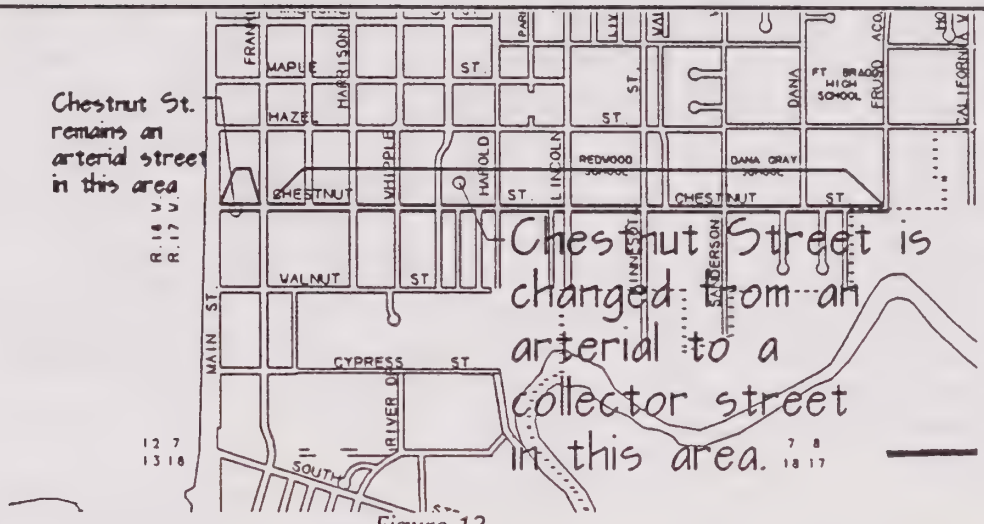

Figure 13
Chestnut Street changes

It does not appear to be practical to provide the improvements necessary to maintain Chestnut Street from Franklin Street to its eastern terminus as an arterial road. The 1992 Circulation Element reclassifies Chestnut from Franklin Street east as a City Collector. The recommendation is that stop signs and other speed control devices be installed at various intersections in order to reduce the speed of vehicles on the road. When the Cypress Street intersection is improved, the light at Chestnut Street could be removed.

Review of access in the area finds that it is best to improve the flow of traffic to the schools on Hazel Street and Oak Street. Working with School District officials, methods of directing traffic away from Chestnut can be developed, such as providing public access to Dana Gray from Oak rather than Chestnut.

There are two new developments proposed, one within the City and the other within the Fort Bragg Sphere of Influence, with a total of twenty-two residential lots proposed for future development.[19] Using standard traffic projection methodology, the developments will generate an addition 220 daily vehicle trips towards Highway 1. A specific traffic study is needed for the projects to determine whether the changes in classification for Chestnut Street will result in adding potentially significant traffic volume to the road.

The way that this can effectively work is to require the first new development to prepare a traffic study that includes an analysis of the potential capacity, existing vehicle counts, and the committed traffic capacity to undeveloped parcels based on no subdivisions. Then the amount of traffic that can be accommodated for new subdivisions will be a fixed number. This traffic volume should be

[19] *Spheres of influence* are areas of unincorporated lands surrounding an incorporated city or a special district that define the ultimate service limits for the agency. The sphere boundaries are established by the Mendocino County Local Agency Formation Commission (LAFCo).

apportioned to all subdividable parcels on the basis of maximum densities. If the traffic study finds that there is not adequate capacity to accommodate all of the potential subdivisions on Chestnut Street, the City will need to amend its General Plan to reduce densities of undivided parcels so that the total number of new homes to be built on the street will not exceed traffic capacity.

Explanation I
Traffic studies

As incorporated in the Circulation Element, a traffic study will be a plain-language report that provides the City with, at a minimum, the following information:

1. The current average daily traffic (seven day annual and peak month) and peak hour traffic volumes.
2. The maximum capacity of the street in terms of peak hour traffic that can move on the street to and from the nearest arterial or state highway at the acceptable level of service.
3. The remaining capacity on the street.
4. The average daily and peak hour traffic generated by the proposed project.
5. The potential traffic that could be generated from development on undeveloped parcels located on the street, and the anticipated future traffic increases from other streets connecting to the street for which the study is being prepared.
6. A plain language explanation, including charts and graphs, displaying the data and showing that the proposed project will not exceed the parcel's fair share of traffic.
7. A list of needed improvements required to maintain level of service, and a definition of which improvements are directly related to the proposed project.

The report will then include a complete analysis of the data substantiating the conclusions and recommendations. While the traffic study may be prepared by a licensed traffic engineer of the proponent's choice, the City may, at the applicants expense, contract with an independent traffic engineer to review the data.

(This discussion continues in Explanation J on page 42)

2. Circulation Element goals, policies, and implementing programs

Goal 8: Strive to reduce traffic on Chestnut Street east of Franklin Street.

Policy 8a: Classify Chestnut Street from Franklin Street to its eastern terminus as a City Collector street.

Implementation measure 8a-1: Remove Chestnut Street east of Franklin Street from the list of City Arterial streets.

Policy 8b: Develop a strategy to reduce traffic speeds on the street.

Implementation measure 8b-1: Assign the Police Department and Public Works Department to determine locations for new east-west stop signs or other methods of reducing speeds on Chestnut Street prior to the end of the short-term planning period.

Implementation measure 8b-2: Require that traffic studies prepared for specific projects include an assessment of remaining traffic volume to determine capacity on Chestnut Street.

Implementation measure 8b-3: If the traffic studies find that there are more potential parcels on Chestnut Street than the capacity of the street will handle, amend General Plan density levels as may be needed to permit a fair apportionment of remaining road capacity.

H.
Franklin Street

1. Summary of major findings

Franklin Street is a major north-south City arterial that parallels Main Street one block to the east from North Harbor Drive to Manzanita Street. Franklin Street has consistently been viewed as a potential northbound one-way street in a couplet with a southbound one-way Main Street. Concerns from CalTrans about this concept is that Franklin Street may not be constructed to handle the traffic volume and weight generated by northbound vehicles.

In addition, there are concerns that virtually all intersections in the Central Business District would require extensive reconstruction to accommodate vehicles turning west from Franklin Street. The question is to whether the 131 CBD parking spaces on Franklin could remain in use. Land use along Franklin is predominately commercial and service businesses, with some primary employment-generating businesses at the north and south extremes. Traffic is constrained at times because of a proliferation of four-way stop signs along the route. A new look at the need for stop signs as opposed to signalized intersections is needed.

When examining the use of the street, the difficulty in improving the surface to meet State Highway standards, and the amount of business located on the street, the concept of using Franklin Street as the northbound couplet is not practical. Franklin Street in the Central Business District is best in its current configuration. Traffic is naturally slowed, which increases safety for the numerous pedestrians crossing the streets at both intersections and mid-block locations. Effectively, the street serves as a downtown traffic-mall, and shows a thriving part of Fort Bragg. Increasing traffic flow would effectively cut down on the activity that is so important for this area.

South of Oak Street, the road does provide an reasonable alternative to north-south travel on Main Street, and this usage may be encouraged by reducing or eliminating some of the stop signs. For example, if the four-way stop at Chestnut Street is changed to a stop-sign on Chestnut Street only, it will provide the dual benefit of decreasing speed on Chestnut and increasing flow on Franklin Street north to Oak Street or south to Cypress Street.

2. Circulation Element goals, policies, and implementing programs

Goal 9: Maintain the flow and configuration of Franklin Street in the Central Business District.

Policy 9a: Maintain area vitality and the mix of pedestrian and vehicular traffic between Oak Street and Pine Street with the continuation of stop signs.

Implementation measure 9a-1: When reviewing development proposals, ensure that the character of Franklin Street between Oak and Pine Streets is maintained.

Implementation measure 9a-2: Working with the Police and Public Works Departments, prior to the end of the short-term planning period, determine whether changing the intersection of Laurel Street and Franklin Street to a four-way stop will aide in maintaining Central Business District character and traffic safety.

Goal 10: Enhance the flow of traffic on Franklin Street from Cypress Street to Oak Street.

Policy 10a: Work towards eliminating stop signs on Franklin Street between Cypress Street and Oak Street, including consideration of the installation of traffic signals at Cypress or Chestnut Streets.

Implementation measure 10a-1: During the intermediate-term planning period, conduct a study of traffic on Franklin Street, and determine methods of smoothing traffic flow as a means of moving traffic bound for the Central Business District off of Main Street at Cypress Street.

IV.
The Fort Bragg Arterial network

A.
Summary of major findings

Arterial streets are streets intended to serve as a primary access route for intercity and regional traffic. Arterial streets generally are wider, provide more opportunities for free flow of traffic, and can handle heavier volumes on the average and at peak hours. Within a rural community, a street may be classified as an arterial because it is a primary route for moving traffic within the City, even though there is little regional traffic on the street.

When the 1980 General Plan was adopted, the City adopted six streets as arterials. These were Franklin Street, Redwood Avenue, Oak Street, Chestnut Street, Harold Street, and Pudding Creek Road. In Table III on page 41, the arterial streets are identified for the Circulation Element revision.

Table III
Fort Bragg city arterial streets

Main Street STATE MINOR ARTERIALS
Route 20 STATE MINOR ARTERIAL
Chestnut Street MAIN TO FRANKLIN
Franklin Street FULL LENGTH
Redwood Avenue MAIN TO HAROLD
Oak Avenue FULL LENGTH
Pudding Creek Road WITHIN CITY LIMITS

FUTURE ARTERIALS
If proposed improvements are completed
Boatyard Loop Road WHEN COMPLETED
Benson Lane EAST SIDE BYPASS CONSTRUCTED
Cypress Street FROM NOYO BASIN TO BENSON
Del Mar Loop FULL LENGTH
Hanson Road EAST SIDE BYPASS CONSTRUCTED
Monson Way EAST SIDE BYPASS CONSTRUCTED
Stewart Street WEST SIDE BYPASS CONSTRUCTED

The 1980 Plan incorporated six objectives related to local traffic circulation. The major objective being retained as policy in the revised Element is the goal of separating through and local traffic. Accomplishing this goal is a theme throughout the Element with proposals for the local bypass and alternate routes for north-south and cross-town traffic.

Basically, while the 1980 General Plan called out objectives, it provided no mechanism to accomplish the objectives. The implementation measures in the 1992 Circulation Element assign quantifiable and time-specific directives for achievement of new goals.

The major improvements needed within the City's arterial network are related to providing a separation of local and through traffic through construction of the east-side local bypass. This is the most expensive improvement recommended. The other major need for improvement on the City's

arterial network is to improve the flow of traffic on the critical north-south (Franklin Street) and east-west (Oak Street) routes.

In the 1980 General Plan, right-of-way widths of 60 to 86 feet were requested for arterial streets. There is a question today as to whether within an improved city, right of way needs to be so great. Generally, an urban arterial street (two lanes with parking) needs twelve to fourteen feet for each lane, eight feet for parking and utilities, and five feet for sidewalks, curbs, and utilities. This results in a need for a 56 to 60 foot right of way for the two lane road and a 78 to 80 foot wide right of way for four lanes with parking and sidewalks. With land costs as high as they are today, the City needs to reassess its development standards to determine if a smaller right-of-way would be satisfactory.

Explanation J
How to use traffic studies
Continued from Explanation I on page 38

Once a traffic study has been prepared, the City will be able to see whether a proposed project will cause traffic to exceed the volume of traffic possible within the acceptable levels of service.

If a project does not result in the traffic level being exceeded (on an individual and cumulative basis), the traffic issue is found not to be a significant project impact. Additional mitigation is very likely required to ensure that the project will not cause traffic service levels to deteriorate.

If the project will cause the traffic threshold to be exceeded, the traffic impact is significant, and appropriate mitigation or environmental review shall be required.

B.
Circulation Element goals, policies, and implementing programs

Goal 11: Develop consistent standards for arterial street development.

Policy 11a: Update the City's street development standards.

Implementation measure 11a-1: Prior to end of the short-term planning period, review and rewrite as necessary the City's subdivision, public, and private road standards to accommodate current trends in traffic safety for rural community streets and still accommodate anticipated growth.

Implementation measure 11a-2: City staff shall coordinate with the County and seek the assistance of CalTrans as proposed in its July 11, 1992 letter, to develop road standards for the State Highways in the planning area.

Policy 11b: Ensure that new development resulting in a traffic impact to an arterial street contributes a proportional fair share to the improvement of the street.

Implementation measure 11b-1: Prior to the end of the short-term planning period, develop an impact fee program to collect mitigation fees from development that will impact arterial streets, associated intersections, and be used to maintain or enhance current levels of service.

Policy 11c: Ensure that new development reports on its impacts to arterial streets.

Implementation measure 11c-1: Require that new development submit traffic studies that indicate not only the direct impact to the street on which the development is situated, but also the cumulative impact on the capacity of the nearest arterial street serving the project. The study shall include a level of service assessment with and without the project.

V.
The Fort Bragg collector network

A.
Summary of major findings

Collector streets are streets within a City that gather local traffic from other City streets and move the traffic to arterial streets. A collector street is intended to accomplish precisely what its name states, "collecting traffic." Generally there are divisions into major and minor collector streets. In some rural communities, if any other public or private road connects to a street, no matter how low the traffic volume, the street is a collector.

The 1980 General Plan identified thirteen collector streets. The only new street added is Chestnut Street. Cypress Street is proposed to be reclassified when the improvements from Noyo Harbor or the eastside bypass are completed. The only other changes are associated with the lengths of the collectors.

One important aspect of development on collector streets is to ensure that the overall capacity of the road is not overburdened by new projects. To ensure that this information is available, the City

needs to require that when a traffic study is prepared for a project, it also addresses the potential traffic volume from other local streets and collectors.

All public streets that are not classified as either an arterial or a collector are considered *local streets.*

Table IV
City collector streets

McPherson Street FROM CHESTNUT TO BUSH
Lincoln Avenue FROM CHESTNUT TO WILLOW
Dana St FROM CHESTNUT TO OAK
Chestnut Street FROM FRANKLIN STREET TO DANA
Fir Street STEWART TO HAROLD
Cedar Street HAROLD TO CITY LIMITS
Maple Street MAIN STREET TO LINCOLN
Elm Street FROM GLASS BEACH LOT TO FRANKLIN
Cypress Street UNTIL FUTURE IMPROVEMENTS
Pine Street FROM STEWART TO HAROLD
Sanderson Way FROM CHESTNUT TO OAK
Laurel Avenue FROM SKUNK LINE TO HAROLD
Alder Avenue FROM MAIN TO HAROLD
Harrison Street FROM WALNUT TO BUSH
South Street FROM MAIN STREET TO HOSPITAL

B. Circulation Element goals, policies, and implementing programs

Goal 12: Develop consistent standards for collector street development.

Policy 12a: Update the City's street development standards.

Implementation measure 12a-1: Before entering the intermediate-term planning period, review and rewrite as necessary the City's subdivision, public, and private road standards to accommodate current trends in traffic safety for rural community streets and still accommodate anticipated growth.

Policy 12b: Ensure that new development resulting in a traffic impact to a collector street contributes a proportional fair share to the improvement of the street.

Implementation measure 12b-1: During the short-term planning period, develop an impact fee program to collect mitigation fees from development that will impact collector streets, associated intersections, and be used to maintain or enhance current levels of service.

Policy 12c: Ensure that new development reports on its impacts to collector streets.

Implementation measure 12c-1: Require that new development submit traffic studies that indicate not only the direct impact to the street on which the development is situated, but also the cumulative impact on the capacity of the collector street serving the project. The study shall include a level of service assessment with and without the project, and shall consider traffic committed from other streets connecting with the collector.

VI.
Future circulation opportunities

A.
West of Highway 1

One of the purposes of the General Plan is to provide for the long term growth and development of a community. While there is always a need to recognize current land uses and projects that will be developed in the near- or intermediate-future term, there is also a need to project to the long-range future of a City. The area west of Highway 1 presents this opportunity.

Georgia-Pacific has given no indication that its facilities are not to be here for an extended period of time. However, the company has been selling off some of its less productive parcels. Two major projects are pending north of Elm Street between the Pacific Ocean and Main Street on former Georgia-Pacific property. In order to look into the future, the City needs to maintain a consistent grid development pattern west of Highway 1 as portions of the area may be developed.

B.
East-west connections and the Sphere of Influence

As the City continues to grow, the need for housing becomes more critical than ever. In order to ensure that the City has an adequate base from which it can meet its housing need, it is feasible to consider that the major land area for new housing is to the east. The City will need to consider a potential annexation policy in order to bring the land needed for housing stock into its incorporated area.

As part of the long-term planning for this development, methods of moving traffic smoothly from east to west is needed. With the change of Chestnut Street from an arterial to a collector and the policies to inhibit traffic flow, other routes are needed. Existing streets should be extended as feasible, such as Willow Street near Fort Bragg High School. Cooperation is needed between the City and the County to ensure that when development in the unincorporated area is proposed, that the County, if it is the approving agency, ensures that the development standards meet City requirements and road connections.

The other main access will continue to be Oak Street through to its connection with Sherwood Lane and the future Eastside bypass near what is now Monson Way. The City needs to closely review proposed development in the Sphere of Influence to make sure that logical connecting rights-of-way are preserved. This is especially important for areas near the route of the proposed east-side bypass.

C.
Circulation Element goals, policies, and implementing programs

Goal 13: Develop a future land use and circulation plan for the area west of Highway 1 now occupied by Georgia Pacific.

Policy 13a: Ensure that the character of the City's Central Business District is maintained on the west side.

Implementation measure 13a-1: Maintain the central Fort Bragg grid-network and street names west of Main Street.

Goal 14: Identify the location for extensions of City streets in anticipation of future annexation and housing development east of the City limits.

Policy 14a: Working through the Mendocino Council of Governments as the LTC, identify needed east-west streets in the Regional Transportation Plan in order to ensure that land development in the area accommodates the need for growth and circulation.

Implementation measure 14a-1: For the intermediate-term planning period revision to the Regional Transportation Plan, ensure that the need for City street extensions is included in the Plan, along with identified routes for east-west traffic adjoining the City limits.

VII. Special types of traffic

A. Summary of major findings

1. Logging traffic

Logging traffic makes general use of Fort Bragg's street and highway network. In addition, Georgia-Pacific has an extensive private road system through town. The road parallels Cypress Street from Highway 1 and follows the north bank of the Noyo River basin. There is a bridge crossing of the Noyo that puts the road along the south bank of the river. The Circulation Element incorporates an intermediate- and long-term planning policy to utilize portions of this route for purposes of the Eastside bypass route.

Logging trucks and passenger vehicles are sometimes in conflict throughout the greater Fort Bragg area. Log truck drivers are paid on a "per delivery" basis, so that the more timber delivered each day, the greater the drivers' personal earnings. While most local residents are comfortable mixing in traffic with the logging trucks, visitors who are not familiar with two lane roads combined with a lack of experience with logging vehicles, contribute to slowing traffic.[20]

2. Visitor traffic

A major contributor to Fort Bragg's traffic is the visitor traffic. This category consists of people in passenger vehicles or recreation vehicles who are vacationing on the Coast. The visitor population is an important part of the greater Fort Bragg economy, as well as an integral part of other Coastal communities' livelihood. Visitor traffic faces a multiple problem when driving in the area. First, in many cases the driver is not familiar with the terrain and surroundings. The visitors may be passing through Fort Bragg or they may be viewing the City as a final or daily destination.

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[20] During the scoping session, not one complaint about logging trucks was raised. More complaints were generated about the inexperience of visitors in driving rural coastal roads.

Upon arrival, the visitors need to find their accommodations or immediate services needs (food, fuel). At present, the visitor traffic must cope with heavy local and commercial traffic, a proliferation of signs along the highway, and the ever-changing Main Street configuration.

3. Commuter traffic

Fort Bragg and the Coastal environs do not experience "commuter" traffic as is experienced in medium and larger urban areas. Recent traffic studies find that the "peak" commute hours for traffic on Highway 1 and Highway 20 are generally between 11:30 a.m. and 1:30 p.m. for the "morning" peak hour ($Peak_{AM}$), and between 4:30 and 5:30 for the evening peak hour ($Peak_{PM}$).[21] Commuter traffic is generated by broad spaced residential areas along the coast directing travel into Fort Bragg, the largest employment center on the Mendocino Coast. There are no particular patterns that appear to realistically encourage the use of car pools or van pools through any extensive formal effort.

4. Emergency traffic

Emergency service providers are concerned about the "island" that makes up Fort Bragg. The central community is cut off from the rest of Mendocino County by Pudding Creek on the north and the Noyo River on the south. East of town, steep terrain and lack of improved roads result in forming a triangle shaped island with its apex pointing almost due east, and its base being the Pacific Ocean.

If an event occurred in which the Noyo River Bridge were severely damaged or destroyed, a limited emergency access route might be feasible over the one-lane Georgia-Pacific bridge and then reaching Highway 20 several miles east of Highway 1. This road, however, is not designed for high speed travel, and emergency vehicles in life threatening situations would be hard pressed to reach appropriate speeds safely. If this bridge were not accessible, access may be possible in certain weather conditions from Sherwood Road to Willits.

If the Pudding Creek Bridge were to be damaged or destroyed, there is no access to the areas north of the creek until Branscomb Road, connecting Westport with Laytonville about ten miles north of Fort Bragg.

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[21] Op. cit., unpublished data.

B.
Circulation element goals, policies, and implementing programs

Goal 15: Develop visitor-friendly signage to assist in directing recreation traffic to facilities and services.

Policy 15a: Work with the business and recreation community to provide a coordinated sign scheme conveying visitor information to reduce traffic confusion.

Implementation measure 15a-1: In a joint effort with the Chamber of Commerce, Main Street, Redevelopment Authority, and other civic and business groups, work to develop a coordinated informational sign scheme by January 1, 1993. This policy shall be coordinated with the policy in Section II.A.3 on page 15.

VIII.
Other circulation issues

A.
Summary of major findings

1. Pedestrian traffic

Most areas of Fort Bragg have sidewalks on which pedestrians can walk through the City. The Chamber of Commerce provides visitors with a walking tour guide for their enjoyment. School routes generally have safe separation between moving vehicles and pedestrian walkways.

The major area of concern is crossing Main Street at locations

Explanation K
CalTrans' sidewalk considerations

When sidewalks are constructed adjacent to a State Highway, they must be paved, constructed at the right-of-way line, and paving is required from the edge of the sidewalk to the edge of the highway travelled way.

where there is not a traffic light. The combination of the inconsistent lane system on Highway 1 and the distance between marked pedestrian crosswalks has the potential to create problems as traffic increases.

Over the planning period covered by the 1992 Element, the City needs to implement a sidewalk installation program. This type of a program will work towards a consistent sidewalk network for pedestrian usage throughout the City. The program can be developed with a number of different formats. One system would be to require the installation or repair of a sidewalk to current standards in front of a property any time that the title is transferred. An alternative system could be for the Council to target specific areas of the City each fiscal year. Bids could be let for the costs of improving, installing, and repairing sidewalks within the target area, and a benefit assessment district established to collect the costs over a period of time. The third system is to require installation of sidewalks in front of all properties by a specific deadline, and then failure to comply would result in the City performing the work and assigning a lien.

Sidewalks are traditionally installed at the time of development or during extensive street improvements. No matter which method of installing is used, maintenance is the responsibility of the property owner over whose land the sidewalk passes. As a part of the sidewalk installation program, the City also needs sidewalk maintenance program. The sidewalk program could incorporate both installation and maintenance.

The system that is most economical to the property owner is the second option, in which the work is performed over a large area with the costs shared by all property owners in the improvement district. Sensitivity is needed when considering the number of property owners who are retired and living with fixed incomes. To accommodate financial hardship, the City could consider a program in which the assessments are partially reduced or entirely deferred until the property is sold in the future. Then the costs could be recouped at the time of sale. Community Development Block Grants (CDBG) or other grants may be feasible for these improvements, but the CDBG award structure may need to be revised before "common" sidewalk are included in some circumstances.

In addition to the need to construct and maintain sidewalks throughout the City, there is a need to provide for pedestrian access across the three bridges. While there are areas that pedestrians use on each side of the Hare Creek, Noyo River, and Pudding Creek bridges, CalTrans indicates that these are not safe pedestrian accesses. The bridges over the two creeks provide limited opportunities for constructing a CalTrans standards pedestrian access. However, the design of the Noyo River Bridge could potentially accommodate a pedestrian path under the road surface or on the outside of one side or the other of the existing surface of the bridge. Other opportunities for pedestrian and bicycle access (See the next section), are needed at both Hare Creek and Pudding Creek. Additionally, at Hare Creek, there is a need for access not only across the creek, but also from the east side of the highway to the west side of the highway.

With the high volume of traffic, and the ever-increasing number of pedestrians and bicyclists, the need for a cohesive, safe network of access along the Highway 1 is an important objective of the planning process.

2. Bicycle routes

Highway 1 along the North Coast is used extensively for bicycle travel. The cyclists, while enjoying the scenery of the route, are also jockeying for position on the road with logging trucks, delivery trucks, semi-trailers, recreation vehicles, pedestrians, and regular passenger cars. Within Fort Bragg, there is generally more room for cyclists on City streets, but the danger from local vehicle traffic is increased. Bicycle riders are positioned between parked cars and flowing traffic. The cyclists have the potential of being clobbered when someone exits their parked car. In addition, there is the potential squeeze between a car pulling out of a parking space and flowing traffic.

There are two needs for bicycle routes in Fort Bragg. One is for the visitor or recreation cyclists who are effectively "passing through." The other is for the local cyclists who are using bicycles as either transportation or sport within town.

A portion of Mendocino Council of Government RTP funds are earmarked for bicycle lane marking or improvements. The City may wish to pursue some of these monies for needed bicycle improvements.

The key issue would be to remove as much bicycle traffic as necessary from major thoroughfares, such as Main Street and Franklin Street south of Oak. This could be accomplished through the use of marked bicycle routes, or actual trails dedicated to cyclists. The most likely candidate for the through trail is the Georgia-Pacific haul road from Elm Street, across Pudding Creek, and north to MacKerricher State Park. Even though the Park is not inside the City limits, the City should encourage the closure of the haul road to vehicular traffic.

For traffic within Fort Bragg, the Public Works and Police Departments should work with the school district and any other interested group in selecting routes for cyclists moving through the City. The routes should be signed and marked.

Marking bike routes presents the next opportunity. Conventionally, bike routes are merely areas striped on the pavement in which motorized vehicles are prohibited as long as the painted stripes remain visible. However, many motorists still utilize the striped bicycle lanes for parking, or cause a hazard by parking and opening car doors without regard to oncoming cyclists. Some communities separate bike lanes with an asphalt curb. The curbs, however, provide a false sense of security, as it is easy for a motor vehicle to run over the curb. Without the separation, the bike lanes tend to collect debris, rocks, and other items that are dangerous to the cyclist or the bike's tires. The separations may reduce some debris, but present a hazard to cars that drift a little to far to the right.

Fort Bragg's existing circulation network does not lend itself to separated bike lanes. There is inadequate room to construct the lane and still maintain adequate street width and parking. There are, however, streets within the City which can serve as a bike route. The identification provides both a safe route for cyclists and a warning to motorists to be aware of cyclists.

As new roads are constructed, a separate bike lane should be a consideration. For example, when the Cypress Street extensions to both Benson Lane (east) and Noyo Bay (west) are constructed, the route should definitely include bike access, as it serves as a route to the river with possible connections to the hiking and riding trails proposed along the river by the Harbor Plan.

3. Coastal access

Most Coastal access for the public is located in the unincorporated areas of Greater Fort Bragg. There are four major points of coastal access within the City. A portion of MacKerricher State Park adjoins the City limits north of Pudding Creek. An access wayside rest is located immediately north of Pudding Creek Road. Glass Beach access is within the City at the foot of Elm Street. And the Noyo Harbor jetty is accessible from the City, even though it is technically in the unincorporated area of the County.

The long-range planning process provides opportunities for additional coastal access when the West Fort Bragg Specific Plan is developed. If a long-range coordinated effort is planned for the area west of Main Street, it may be feasible to develop access from Noyo Harbor to Pudding Creek.

4. Public transportation

Public transportation on the Coast is very limited because of the cost of operating a bus combined with sparse and scattered population densities. Greyhound operates a once a day trip southbound and once-a-day northbound from Fort Bragg inland to Santa Rosa. Previously the trip was scheduled so that it was possible to go into Santa Rosa on business in the morning and return that evening. The schedule was altered to mandate an overnight trip if a passenger takes the bus. Greyhound's schedule change has been highly controversial among bus transit users. As the ridership decreased, the firm proposed to abandon the route. At the time this element was drafted, the fate of the Greyhound service was not finalized. A number of options are being considered before the California Public Utilities Commission (PUC) makes a final determination.

Mendocino Stage Lines and Mendocino Transit provide some service connecting Coastal communities to Fort Bragg, Willits, or Ukiah. There is little apparent demand for intracity mass transit in Fort Bragg.

One issue raised during the scoping period questioned whether there were adequate number of commuters between the inland cities of Willits and Ukiah and Fort Bragg to warrant some type of public transit. Based on CalTrans traffic counts, it can be extrapolated that during the $Peak_{AM}$ and $Peak_{PM}$ travel hours there are few vehicles that appear to make the through trip to Fort Bragg. No substantiated data, however, have been prepared on this subject.

While public transit within Fort Bragg does not appear to have a demand, some merchants have proposed the possibility of an informal tram that could connect downtown shopping areas with the College of the Redwoods and Boatyard Shopping Centers. The tram could run on a periodic schedule during shopping hours to connect various major destinations. Combined with parking arrangements, this could help reduce traffic by encouraging visitors and residents to utilize the tram rather than drive from place-to-place. It would appear that the tram would be a private or quasi-private venture in order to work.

5. The Skunk line

The California & Western Rail Road, known as the Skunk Line, provides a combination visitor attraction and transportation service between Fort Bragg and Willits. The Skunk provides freight service when requested along the route. There is one through trip per day from both Willits and Fort Bragg, with a change of trains at North Spur. The train runs both a conventional diesel and a motor coach train car. Hours vary during the winter off-season and the summer peak seasons.

The Skunk depot is located at Laurel Street, and what would be Stewart Street in the Central Business District. Its location, with available parking that can be increased and improved, could also serve as a central transportation depot for the City. The downtown location, the fact that it *is* a depot already, would make it easy to find and use for other forms of transportation that connect in town, such as Greyhound (or its replacement), the regional transit companies, and the possible tram.

The use of the Skunk for freight transportation has decreased sharply in recent years. Deregulation of trucking rates and the wildly fluctuating prices of lumber combine to make the time delay caused by rail shipping to be considered unattractive for all but the largest loads of lumber.

B.
Circulation element goals, policies, and implementing programs

Goal 16: Develop a sidewalk installation and maintenance program.

Policy 16a: Ensure that new development provides sidewalks meeting current City standards, and that developed areas without sidewalks have the walkways installed in a systematic manner.

Implementation measure 16a-1: During the short-term planning period, amend the Public Works code to require installation of sidewalks for all new development or at the issuance of a building permit for remodeling all existing non-single family residential properties.

Implementation measure 16a-2: Before concluding the short-term planning period, the Public Works Department shall identify all areas of the City in which there are either no sidewalks or inconsistently located sidewalks.

Implementation measure 16a-3: During preparation of the budget for each fiscal year beginning with the latter part of the short-term planning period and the beginning of the intermediate-term planning period, the City Council shall identify a neighborhood in which sidewalks will be installed until sidewalks are installed in all areas of the City. A benefit assessment district shall be formed for purposes of installing, upgrading, repairing all sidewalks as may be necessary.

Policy 16b: Ensure that property owners maintain sidewalks in a safe manner.

Implementation measure 16b-1: Amend the Public Works code to include a requirement for sidewalks to be maintained by property owners. Establish a program in the code amendment for inspection, notification, and enforcement. If a property owner fails to comply with a designated time period, the City shall undertake the improvement and apply a lien to the property.

Policy 16c: In achieving the goal of safe, consistent sidewalks, the City shall be sensitive to the financial ability of residential property owners within the benefit assessment districts, and shall work to obtain grants or establish programs to defer collections until time of sale as a service to senior members of the community who rely on fixed incomes.

Implementation measure 16c-1: As part of the planning process for neighborhood sidewalk improvements and construction, assign staff the authority to apply for grants-in-aid to assist with the costs or fully cover the costs of the improvements for those who are not able to pay. This program will lead implementation measure 16a-3 by one year, beginning in the appropriate fiscal year.

Policy 16d: Incorporate into the Regional Transportation Plan a pedestrian walk-way over the Noyo River.

Implementation measure 16d-1: During the intermediate-term planning period, work with the Mendocino Council of Governments, CalTrans, and the Coastal Conservancy to develop a pedestrian crossing on the Noyo River bridge, Hare Creek bridge, and the Pudding Creek bridge.

Implementation measure 16d-2: Seek funding from appropriate sources, such as state bond funds, coastal access revenues, and other sources, to acquire and develop access over the bridges.

Goal 17: Provide a safe bicycle transportation network.

Policy 17a: To serve the needs of visitors traveling the Coast on bicycle, the City shall work to establish a scenic bicycle route that avoids, as much as possible, travel on Main Street.

Implementation measure 17a-1: Working with Georgia-Pacific, the Coastal Conservancy, and the State Department of Parks and Recreation, ban motorized vehicles from the haul road by the end the short-term planning period.

Implementation measure 17a-2: Lobby the Legislature when appropriate for funds to be applied to the improvement of the Pudding Creek Haul Road bridge to convert it to pedestrian and cyclist use for construction in the intermediate-term planning period.

Implementation measure 17a-3: During the short-term planning period, assign the Police Department, Public Works, and request assistance from the Chamber of Commerce, and other interested groups, identify a scenic bicycle route running north-south that will take cyclists through interesting and historic parts of town and avoid the use of Main Street.

Policy 17b: Establish a marked network of internal City streets and routes for bicycle traffic that avoids major streets.

Implementation measure 17b-1: During the short-term planning period, assign the Police Department, Planning Department, Public Works Department, and request assistance from the School District, to establish an intra-Fort Bragg Bike Route network that avoids Main Street between the bridges and avoids Franklin Street between Cypress and Oak Streets.

Goal 18: Provide for additional coastal access.

Policy 18a: Strive to seek additional opportunities for coastal access when considering coastal development.

Implementation measure 18a-1: When development is proposed west of Highway 1 fronting the coast, encourage a program to acquire and utilize a coastal trail from Noyo Bay to Pudding Creek.

Implementation measure 18a-2: When reviewing development north of Elm Street and west of Main Street, ensure that adequate provisions are included for general public Coastal access. Ensure that project conditions preserve public access to Glass Beach, including needed parking facilities.

Goal 19: Encourage an increase in public transportation.

Policy 19a: Working with the Mendocino Council of Governments, strive to improve bus service between the coast and inland communities.

Implementation measure 19a-1: When opportunities for coast bus service become available, provide positive support through MCOG to encourage the service.

Goal 20: Encourage the greater use of the Skunk line for transportation of products to and from the coast.

Policy 20a: Work with executives of the California Western Rail Road to determine whether it is becoming feasible with the increases in fuel costs, to offer a combination freight and passenger service to inland communities.

Implementation measure 20a-1: Prior to the review of achievement between the short- and intermediate-term planning periods for the Circulation Element or the next major rewrite of the Regional Transportation Plan, representatives from the Council and staff should meet with management of the California Western Rail Road to determine what efforts can be undertaken to increase use of the rail road.

Policy 20b: Determine whether it is feasible for the Skunk to offer a "car-train" from Willits to the Coast and return for purposes of reducing recreation traffic on Highways 20 and 128.[22]

Implementation measure 20b-1: Work through the Mendocino Council of Governments to determine whether it is feasible to utilize Proposition 108 (rail and transit funds) to underwrite costs or assist in increasing the use of the Skunk as an alternative to driving to the Coast.

[22] A *car train* is a combination passenger train with flat cars on which cars can be anchored for transport from one location to another without expending gas for each car.

IX. Financing the Fort Bragg Circulation Element implementation program

A. Impact fees

1. Summary of major findings

Impact fees are charges levied by local government on new development to finance the costs of offsite capital improvements or facility expansions required by, and attributable to the new development. Impact fees must meet criteria established in the California Government Code §65913 ET SEQ. One criteria impact fees must satisfy is that of *rational nexus*. Rational nexus is the legal term used to describe the reasons why a development exaction is assessed for a project. The concept requires that a city have a clear relationship between the development proposed and the need for the additional facilities.

One problem facing most cities today is that since Proposition 13 was enacted by the voters in 1978, the cost of providing continued maintenance and improvements to public facilities and services has outstripped the ability of small cities and rural counties to accumulate funds for the needed work. Deferred maintenance has resulted in some facilities, especially roads, deteriorating to a point where complete replacement is needed. For many years, jurisdictions used development exactions and impact fees as a means of bringing facilities up to standards needed to serve existing population.

Under current California law, impact fees may not be used to rectify existing deficiencies in a community. "New development is liable only for the cost of the portion of the facility needed by the development and not for the total cost of infrastructure from which it only partially benefits". In other words, a community may not require developers to solve an infrastructure shortfall that existed prior to approval of development plans. Communities may require developers, as a condition of project approval, to contribute the project's fair share towards upgrading of roadways, bridges and other public facilities needed to serve the new population. The shortfall must be solved through other methods of financing.

a. Level of Service

One means of determining fair impact fees and existing deficiencies in a community's system is the use of service standards. Service standards are a means of measuring or quantifying a municipal service. For example, a service standard for police officers may be 2.5 sworn officers per 1000 population. Service standards are a commitment by elected officials that basic services and facilities, whether publicly or privately financed, will be provided to all residents on an equal basis.

Level of service for roads range from "A" free flowing to "F" gridlock. See for descriptions of each level of service. The level of service for any one roadway will depend on the roadway design, traffic volumes, turning movements, presence of traffic signals, and curb cuts. Standard capacity of different types of roads and the corresponding level of service are shown in Explanation L on page 58.

The standards shown are national averages. Adoption of standards for Fort Bragg should be adjusted for individual needs and characteristics of the community. Coming to a realistic service standard will require the community to weigh its goals against its financial resources.

Explanation L

Level of Service description

A	A condition of free flow with low traffic density, where no vehicle wits longer than one signal indication. *Vehicle to capacity (V/C) ratio:*	*0.00 - 0.60*
B	Stable flow of traffic where only on rare occasions do drivers wait through more than one signal indication. *V/C ratio:*	*0.60 - 0.70*
C	Still in the zone of stable flow, but intermittently drivers must wait through more than one signal indication and backups may develop behind turning vehicles. *V/C ratio:*	*0.71 - 0.80*
D	Approaching instability. Drivers restricted in their freedom to change lanes. Delay to approaching vehicles may be substantial during the peak hour. *V/C ratio:*	*0.81 - 0.85*
E	Traffic volume at or near capacity on the arterial la nd long ques of vehicles may create lengthy delays especially for left turning vehicles. *V/C ratio:*	*0.86 - 0.90*
F	Congested condition of forced flow, where queued backups from locations downstream restrict or prevent movement of vehicles out of the approach creating a storage area during part of all of the peak hour. *V/C ratio:*	*0.91 - 1.00*

Unsignalized intersections

A	Little or no delay
B	Short traffic delays
C	Average traffic delays
D	Long traffic delays
E	Very long traffic delays, extreme congestion
F	Intersection blocked by external causes

Sources:

Omni-Means, Lake Natomas Lodge Traffic Analysis (Roseville: unpublished), page 5.

Transportation Research Board, *Circular 212* (Washington: Government Printing Office, 1980), page 11.

United States Department of Transportation, Federal Highway Administration, Site Impact Evaluation (S.I.T.E.) Handbook (Washington: Government Printing Office, 1985), pages C-9, C-10.

Initially, establishing a high level of service for roads, such as LOS B or C, may seem desirable. High levels of service may result in a service commitment which exceeds all anticipated revenues. Setting a higher level of service than that currently being provided will place many road facilities into the

"deficient" category. It is the community's responsibility to rectify existing deficiencies, not new development.

The Institute of Transportation Engineers (ITE) recommends that one of the following two levels of service be adopted by communities:

1. All intersections should operate at level of service "D" or better during the peak (design) hour of the roadway system; or
2. In areas where current levels of service are "D" or worse, the baseline level of service must be maintained or improved after development.

ITE does recognize that communities have adopted of service "D" in urban areas and level of service C in rural areas. The Level of Service of a road segment or intersection can be improved with channelization, restrictions on turning movements, signals, etc. The text chart beginning on page identifies some of the tools available to modify and improve a Level of Service.

Establishing a base level of service in Fort Bragg takes into account the existing level of service on the major roads and intersections in town. Once existing conditions are inventoried, estimates are made to upgrade all existing facilities to a uniform level of service. These costs are the community's share. The community's share of roadway improvements can be financed with general revenues (property tax, sales tax), bonds, or State and Federal funding sources listed in the text chart beginning in Table VII on page 61. Upgrades required to maintain a level of service over time, are financed with impact fees.

Table V
Evaluation criteria for level of service

	Level of Service (LOS) in Average Daily Traffic (ADT) volume		
Facility type	*LOS "C"*	*LOS "D"*	*LOS "E"/"F"*
Urban streets	V/C = .71 - .81	V/C = .81 - .85	V/C = .86-.90/.91-1.00
Two lane roads	10,700 - 12,000	12,000 -13,500	13,500 - 15,000
Four lane roads	21,300 - 24,000	24,000 - 27,000	27,000 -30,000

Sources:
University of California, Davis, *Expanded Course Outline, Traffic and Circulation Assessment* (Davis, CA: Unpublished, 1987), page 155.
Transportation Research Board, 1985 Highway Capacity Manual. Special Report 209 (Washington: Government Printing Office, 1985).
Transportation Research Board, *Circular 212* (Washington: Government Printing Office, 1980), page 11.

Table VI • METHODS OF MITIGATING ROAD CONGESTION	
Public or Private Tools	
Road Widening:	
Advantages	Reduces congestion, improves safety for vehicles and pedestrians, increases speed and capacity.
Disadvantages	Requires additional land area, relocation of utilities, modified drainage systems, increases speed.
Signalization:	
Advantages	Provides gaps in traffic stream for vehicle to enter, or turn off of roadway, and pedestrian crossing, improves safety for turning vehicles, slows traffic, increases capacity.
Disadvantages	Expense, increased vehicle emissions from stopping and starting cars, increased road noise, detains traffic in off peak hours when traffic is flowing at level of service "A".
Improved Intersection Geometrics:	
Advantages	Improves capacity, flow of traffic, safety for vehicles and pedestrians, cost effective.
Disadvantages	n/a
New Roads:	
Advantages	Provides access to additional properties improving development potential and emergency service provision, relieves burden on existing facilities.
Disadvantages	Expense, land intensive, environmental disruption, new noise source.
Transportation System Management Measures:	
Advantages	Makes the most efficient use of existing facilities and resources, cost effective, reduce need for roads & parking, reduces air pollution.
Disadvantages	Requires ongoing commitment to be effective, difficult to institute without large central employment areas and residential areas, swing shift employment complicates program coordination, public acceptance.
Channelization, Pavement Marking, Barriers, Medians:	
Advantages	Controls traffic movement, weaving, and turning movements, protects residential of other sensitive areas from high traffic volumes.
Disadvantages	Interrupts neighborhood continuity, restricts emergency vehicle access, public acceptance.
Public Tools	
Restrict Curbside Deliveries:	
Advantages	Adds capacity with minimal expense, improves traffic flow, reduces idling vehicles and resultant air pollution.
Disadvantages	Inconvenient to businesses and shipping companies, requires that alternative access or parking is available.

Table VI • METHODS OF MITIGATING ROAD CONGESTION	
Restrict Curbside Deliveries During Peak Hour[23]:	
Advantages	Adds capacity during peak hour, minimizes inconvenience to businesses.
Disadvantages	May require more effort to implement than an all out prohibition on curbside deliveries.
Prohibit On Street Parking:	
Advantages	Provides additional right of way with minimal expense for use as a travel lane, bike lane or pedestrian focal point; assists in directing vehicles into designated parking areas.
Disadvantages	Additional lane may be narrow; alternative parking sites may not be readily available; inconvenient to businesses.
Eliminate Unnecessary Traffic Control Devices:	
Advantages	Improves flow of traffic, increases travel speed, reduces roadway noise.
Disadvantages	Reduces gaps in traffic for turning vehicles, and ease with which pedestrians can cross the road.
Install Neighborhood Traffic Constraints: Barriers, Stop Signs, Speed Bumps:	
Advantages	Reduces speed in targeted areas, improves safety, controls circulation pattern.
Disadvantages	Impede emergency access, may meet with neighborhood opposition.
Limit the number of curb cuts allowed on arterial roads or adjacent to intersections:	
Advantages	Improves operation of intersection, road and intersection capacity, safety.
Disadvantages	May produce excessive numbers of U turns, confusing to visitors.
Improvements for Public Safety	
Redesign Access and Internal Circulation:	
Advantages	Improved efficiency and functioning of access, and parking areas.
Disadvantages	May require additional time and effort on the part of the development community to come up with innovative alternatives.
Provide Bikeways, Bikelanes, Sidewalks, Pedestrian Crosswalks:	
Advantages	Promotes multi-modal transportation, enhances tourist experience and shopping district concept.
Disadvantages	Land requirements, costs.

Table VII • STATE AND FEDERAL FUNDING SOURCES FOR TRANSPORTATION PROJECTS
State of California:
Gasoline and Diesel Users Tax
State transportation Planning and Development Account (a portion of the sales tax)
State Transportation Development Act

[23] Restricting curbside deliveries has the potential to increase roadway capacity by 20-60%, depending on roadway geometrics.

Table VII • STATE AND FEDERAL FUNDING SOURCES FOR TRANSPORTATION PROJECTS
Federal (Urban Mass Transportation Administration: Urban Mass Transportation Administration (UMTA) Discretionary Capital Assistance UMTA Formula Capital and Operating Assistance UMTA Capital Assistance in Non-urbanized Areas UMTA Research Development and Demonstration Program
Federal (Federal Aid Secondary road system) Federal-aid Primary System Federal-aid Secondary System Federal-aid Urban System Federal-aid Safety Programs
Federal (other aid programs) Ridesharing Discretionary Grant Program Federal Energy Policy and Conservation Act

b. Financing improvements

(1) Impact Fee Financing of Pedestrian Improvements. Impact fees can be utilized to finance pedestrian related improvements when those improvements are associated with a roadway, are shown on the Capital Improvements Plan, or qualify as a recreational feature. Installation of sidewalks within the right of way or removal of barriers to pedestrian movement can be accomplished within the impact fee formula without additional findings. If pedestrian improvements are not associated with roadway construction, then findings must be developed which demonstrate the need for the improvement, indicate the degree of impact or need generated by a development, and the relationship between the fee charged and the level of impact. Impact fees for pedestrian improvements can be calculated using the methodology described for estimating a fee for roadway improvements with some modification.

Pedestrian improvements not associated with a road right of way (i.e. the train trestle across Pudding creek) should be included as part of the circulation element, recreation element, and Capital Improvement Plan (see Government Code section 66002). Fees can be charged on the basis of project generated population, pedestrian generation or attraction.

(2) Timing of Payment. The question of when an impact fee is to be paid is almost as important as how the fee is calculated. Contributions for facilities needed to serve developments should be made sufficiently ahead to allow timely completion of construction, but not so far in advance that they constitute a long term loan to the public entity. It has been suggested that a fee should not be charged far in advance of construction or sale of land. Construction of a project is when the need

or impact to the roadway system is created. Sale of land determines when a developer has project income available to pay the fee, thereby reducing financing needs for front end costs, which increase housing costs.

Most communities have found that collecting the fee at the time of building permit is equitable for the developer and simple from an administrative standpoint. Any errors or difficulties associated with the fee (calculation or collection) can be resolved prior to issuance of the certificate of occupancy. Collection of the fee at the time of building permit application also has the advantage of allowing a developer to phase his fee payment in accordance with project phasing. Other mechanisms for timing the payment of the fee include issuance of the certificate of occupancy, or issuance of business license.

The California Legislature has resolved the question of when impact fees are collected on residential development. Government Code §66007 specifically requires that development impact fees assessed against residential development shall not be collected prior to the date of the final inspection (of construction) or the date the certificate of occupancy is issued, whichever occurs first. Impact fees charged under this program will be fees to new residential and commercial/industrial development in conjunction with a new local ordinance and in accordance with Government Code §66006.

B.
Circulation element goals, policies, and implementing programs

Goal 21: Develop a system for mitigating traffic impacts in order to maintain current levels of service.

Policy 21a: Prepare a public facilities and services mitigation assessment program.

Implementation measure 21a-1: Utilizing the provisions of State law, prior to July 1, 1992, enact an impact fee ordinance.

X.
Updating and amending the Circulation Element

A.
Summary of major findings

This element is not the end of the assignment for the City; it is merely the beginning. The Circulation Element encompasses goals with supporting policies and implementing programs. The Element needs to become a part of the City's overall capital improvements planning process. The Circulation Element incorporates numerous requirements for road construction, parking facilities, and more other necessary features of moving people from place to place in Fort Bragg. Progress towards goal achievement shall be reported to the Council each fiscal year.

Explanation M
Reviewing General Plan Amendments

To fully integrate the internal consistency requirements of General Plan amendments, when an applicant proposes a change to the land use element of the General Plan (normally a request to change a map designation), a traffic study will need to be prepared to ensure that the proposed change of land use designation will not entitle the property owner to a disproportionate share of traffic or cause the street to exceed its capacity.

The Circulation Element and its integrated goals and policies are as much a part of the General Plan as the Land Use Map or any other General Plan element.

The most critical aspect of the Circulation Element is its relationship to traffic budgets. Each street in the City has a maximum capacity based on maintaining a level of service. Prior to approving a new development, the City must have facts from the proponent showing that the project will not result in street capacity being exceeded. Where this is most apparent is during a review of a General Plan amendment. Because state law requires that all elements of a General Plan be internally consistent, before a change may be approved for the land use element, it must be shown that traffic can be accommodated. This means that an amendment for land use must also include a traffic assessment of street capacity and budget. This report is prepared by the proponent for a change, but the City may contract with a traffic consultant to review the data for accuracy and conformance to the City's plans and regulations.

The Circulation Element's implementing programs are divided into three categories - short-, intermediate-, and long-term planning periods. Each year when the budget is reviewed, the City Council will determine which of the implementation programs that require commitments of staff time or financial resources will be carried out during a specific year. This *Precise Implementing Program* (PIP) will be adopted by resolution with the budget for each fiscal year.

B.
Circulation element goals, policies, and implementing programs

Goal 22: Ensure that amendments to the General Plan are consistent with Circulation Element goals and policies.

Policy 22a: Prior to taking action on a General Plan amendment, ensure that there is adequate traffic capacity remaining to serve the proposed density and intensity of the amendment.

Implementation measure 22a-1: Require traffic studies for all General Plan amendments to show the existing traffic volume, committed traffic volume, remaining capacity, and impact of the amendment.

Goal 23: Ensure that the Circulation Element continues to reflect the policy direction of the City Council.

Policy 23a: Review, revise, or amend the element on a regularly scheduled basis.

Implementation measure 23a-1: The planning staff shall report on the achievement of Circulation Element goals, complete with recommended for any needed updates or changes, every second fiscal year beginning in July, 1993.

Goal 24: Ensure that the Plan is continuously implemented.

Policy 24a: During the budget, adopt the following fiscal year's Precise Implementing Program.

Implementation measure 24a-1: When the budget is being established, Staff shall recommend to the City Council those implementing programs it recommends to be staffed or funded in the coming fiscal year; the Council will adopt a Precise Implementation Program to specify the year's programs.

Circulation Element to the Fort Bragg General Plan *Table VIII: Scoping Meeting Notes, April 5, 1990*	
Person speaking	***General comments***
Colette Bailey (N. Main)	*Laurel and Main:* Signalization is needed because there are problems with turns. It is a dangerous corner;
	Georgia-Pacific logging roads: Access from town. Improvements to the haul road north of town to MacKerricher State Park.
	Pedestrian conflicts: Take pedestrian conflicts off Highway 1 Laurel and Main Streets: pedestrians crossing the Highway. Conflicts with vehicles and truck traffic on Highway 1.
	No left turn lane for traffic into motels: Keep traffic moving more smoothly
	Truck-vehicle conflicts: Visitors have trouble negotiating around the commercial trucks.
	Motels north of Pudding Creek in new development: Improvements to aid pedestrians and keep vehicles flowing.
	Glass beach to Pudding Creek access: Open for pedestrians across the access from the triangle north of town, south of Pudding Creek.
	Bicycles: Bicycle and pedestrian usage on old logging roads. The City needs a place for walks or bikes
	Highway 128: The need for identification and use of turnouts.
Patti Campbell Private citizen at time of scoping meeting, now a member of the Council	Bike lanes are not adequate or contiguous.
Alan Carlson	There is a need to encourage a legislative push for fully funded 40% of road projects in northern California.
	City should consider a gas tax increase for funding local highway improvements.
	The State Transportation Commission 60 (southern)-40 (northern) split: is it only for new roads, maintenance, or both?

Circulation Element to the Fort Bragg General Plan *Table VIII: Scoping Meeting Notes, April 5, 1990*	
Person speaking	***General comments***
John Cimolino *Private citizen at time of scoping meeting, now a member of the Council*	*Proposition 111 financing:* How is the money to be used in Fort Bragg? Increased in sales tax from within the city. Are projects to be based on population rather than point of sale. Wary: per capita distribution of the funds rather than on traffic or gasoline sales taxes per capita. (Note---Per capita is allocated on the basis of population origin, not traffic volume)
Scott Cochran *City of Fort Bragg, Planning Assistant*	Connecting existing streets through undeveloped land (Harold, Willow, for example)
	Continuous left turn lane north of Pudding Creek Road.
	Divert bicycle traffic off of Highway 1 onto the Georgia-Pacific logging road to north of Ten Mile.
	Can the logging road off of Cypress Drive be developed as a second river crossing.
	Willow Street from Sanderson to Dana should be extended.
	California Way and Acorn Drive (East of Town) alternates in the area from Oak to Chestnut.
	Develop riverside roadway from end of Cypress to North Harbor Drive (loop under the bridge)
	Circulation in and out of the Skunk depot parking lot needs to be examined.
	Pedestrian facilities are needed north of the Pudding Creek bridge.
	Could the main mill entrance be relocated to Cypress Street with the new signal? Pedestrian walkways to the Noyo Basin are needed: 1. Under bridge from Harbor Lite Lodge to Jetty parking lot. 2. On sewer lift station property next to the Noyo Trading Company.
Dennis Daily	Traffic flow for emergency vehicles and the use of Fir Street for emergency movement east-west.
Ron Geunther *Sierra Club*	Changes in the Georgia Pacific mill ownership may be possible. Consideration should be given to bicycle and pedestrian trail through the Georgia-Pacific property. The City needs a plan for mill area circulation.
Dave Giesen	Laurel pedestrian cross-over is a dangerous situation. Handicapped access ramps at intersection sidewalks are needed and should be funded from the two percent of transportation funds that are designated for bicycle and pedestrian improvements.
Jim Halter	Highway bypass through the Georgia-Pacific property should be planned if the mill closes or disbands.

Circulation Element to the Fort Bragg General Plan *Table VIII: Scoping Meeting Notes, April 5, 1990*	
Person speaking	***General comments***
	Maintaining current street width in residential areas is important to maintaining residential character.
	Alternatives to street widening should be examined.
Val Hansen *Chamber of Commerce*	Main and Laurel pedestrian conflicts are a major concern.
	Turn lanes through town are inconsistent. Two lanes for traffic are needed on Highway 1.
	Examine the possibility of one way on McPherson and Franklin keeping the designation as City streets to avoid the cost of State Highway Improvement Standards and leave Highway 1 as two-way traffic.
	A bike lane into North Harbor Drive would be an asset.
Matt Huber *City of Fort Bragg, City Council member at the time of the meeting; now Mayor*	Pedestrian movement down North Harbor Drive to the wharf/harbor area needs improvement. North Harbor Drive is very narrow, dark, and it is difficult for pedestrians.
	The turning radius from Franklin to cross streets, if Franklin is a one way street (couplet) this could be a problem.
Mary Kendall *City of Fort Bragg, City Council member*	Chestnut Street speed situation with no parking or widening the right turn for westbound traffic is a problem.
	Left turn arrow on Main Street to Oak Street should be considered for smoother peak flow.
	Expansion of the Noyo River Lodge and new stop sign at the Lodge and Casa del Noyo Drive are causing traffic tie-ups.
	Visibility is poor for left turns down to the harbor.
Gary Milliman *City of Fort Bragg, City Administrator*	Extension of North Harbor Drive under the Noyo Bridge, up the hill west of The waterfront and paralleling Main Street to Cypress and continuing north to Oak.
	The "double loop" discussed in the Highway 1 - Highway 20 - Boatyard Ocean View - Todd Point area.
	Impact upon future development of reclassifying Chestnut Street from an Arterial Street to a Minor Street and maintaining current width.
	One way alleys and streets in the CBD.
	Crossings of Noyo River and Pudding creek east of town.
	Pedestrian facilities south of the Noyo Bridge, on the bridge itself and under the bridge.
	Impact of rezoning the area east of Monson way to R-1 annexation area.
	Need for an additional east/west street to serve the growing residential area east of Dana.
	Traffic pattern/grid system for developing area east of Dana.

Circulation Element to the Fort Bragg General Plan *Table VIII: Scoping Meeting Notes, April 5, 1990*	
Person speaking	***General comments***
	With the level of anticipated growth in the Ukiah valley, can Fort Bragg expect to see a growth in commuter residents?
	Bus transit service between Fort Bragg and points east/south should be reviewed. Is it feasible to operate a light-rail type vehicle on the Skunk line to Willits? Mendocino Stage ridership statistics should be reviewed to evaluate growth/need for fixed north/south Route 1 corridor.
	What can the City do to enhance the pedestrian orientation and convenience of the CBD?
	What can the City do to further enhance our position as a coastal regional center by developing transportation linkages to the south Mendocino Coast.
Tom Mitchell	Access to the area west of Highway 1 for the Cliff House and the Ocean View Drive frontage road (northeast from the intersection) appears to be a bad turn.
	City priorities may conflict with Caltrans priorities.
Joe Maura	The City should grow to the east and north; not south.
	Why have there been no annexations south of Hare Creek.
Earl Reed (Chestnut Street)	Arterial zoning on Chestnut Street was to be changed in the last element. The City needs to examine the impact of widening Chestnut on the residences and businesses in the area. There is a problem with speeding on Chestnut Street. The City should install a stop sign at the intersection of Harrison and Chestnut Streets and possibly other locations. Changes in ethnic characteristics, in terms of population trends, and the increase in children in the area increase the likelihood of an accident involving a child. Kids playing is a major impact with the number of speeding vehicles. (Note: Get speed survey results from police.) When will the sidewalk at Chestnut and Harrison be constructed?
	Widening streets in the Central Business District may make sense.
	Maintaining current width in residential areas should be a priority.
	The City needs to consider alternatives to street widening because of the impact on property values
	Rounding corners for turns may be the better alternative.
	The flow of traffic at Boatyard and Highway 20 heading into town is sometimes constrained.
	There is a problem with the visibility triangle at some corners.
Jay Rosenquist	Fir Street needs stop signs to slow traffic from the schools at the intersections with Corry, Whipple, Harrison, and McPherson.

Circulation Element to the Fort Bragg General Plan *Table VIII: Scoping Meeting Notes, April 5, 1990*	
Person speaking	***General comments***
	The City should look at the conflicting merges on Hwy 1 at Safeway, as well as turnlane conflicts. The traffic merges cause problems with logging trucks.
	Retail business in the Central Business District does not necessarily benefit from drive by traffic. For the CBD, walking traffic is critical.
	The North Harbor Drive connection to Oak or Cypress needs some type of improvement.
	Has the City considered an overpass or cloverleaf at the intersection of Highway 1 and Highway 20?
André Schade *City of Fort Bragg,* *City Council member*	More turnouts are needed on Highway 20 with better signage.
	Is the City considering the regional impacts?
	Signalization of Cypress Street and Highway 1 is needed.
	Better coordination with Caltrans on its signalization plan should be considered.
	Uncontrolled intersections throughout the City need to be examined.
	Franklin Street will not handle major weight vehicles
	Has the City examined the Georgia Pacific logging road for an east side bypass?
	The dedication policy is to obtain a full 50 foot easement. Can smaller easements serve City needs?
	Loop roads around the harbor area on both sides of the Noyo River are needed.
	Two percent of Mendocino Council of Governments monies are to be used for bikes and sidewalks.
	Can a one-way couplet through downtown assist traffic flow?
	Bicycle lanes adequacy needs to be assessed.
Alder Thurman *City of Fort Bragg,* *Mayor* (at the time of the scoping meeting)	Sidewalks improvements are just beginning, but more are needed.
	Sidewalk repair and maintenance is an issue; the responsibility needs to be assigned.
	The City should examine the location of a bridge east of town.

FORT BRAGG CIRCULATION ELEMENT
Environmental Impact Report
Consolidated Draft and final Documents

1 Introduction

The City of Fort Bragg (lead agency[a] and applicant) is considering an amendment to its General Plan to update the Circulation Element. The City has authorized preparation of a tiered environmental impact report in order to provide a foundation for the understanding of the environmental consequences of its decision and to consider potential alternatives to its action. The City is acting as lead agency, as it is the governmental jurisdiction to make a decision concerning approval of the proposed General Plan amendment.

1.1 Environmental Impact Reports

1.1.1 California environmental regulations

The State of California has a law in effect called the *California Environmental Quality Act,*[b] more commonly called by its acronym, *CEQA* (pronounced SEE-kwa). The law, nested in the Public Resources Code, requires that every governmental entity considering a project must make an informed decision based on the environmental consequences of its action.

The decision must also consider alternatives to the project which could avoid or reduce the impacts if a project might have potential significant environmental effects. CEQA requires an analysis of environmental effects and recommendations of potential methods of reducing or eliminating the impacts. This information analyzing potential effects, mitigation measures, and alternatives is incorporated into a document called an *environmental impact report.* CEQA also provides that the Governor's Office of Planning and Research (OPR) must establish guidelines for the law's implementation. OPR last published guidelines in 1986. The law and its interpretation have changed over the years. The current regulations are contained in the California Code of Regulations, which is published by Barclay's Legal Publishing in South San Francisco.

1.1.2 Organization of the Environmental Impact Report

The Environmental Impact Report (EIR) is organized in a manner which provides the greatest ease of use for decision makers and interested persons. The State CEQA Guidelines, providing format and content requirements,[c] state that "[e]n-

vironmental impact reports shall contain the information outlined in [Article 9 of the CEQA Guidelines], but the format of the document may be varied."[d] The Governor's Office of Planning and Research interprets this to mean that an EIR "...may be prepared in a wide variety of formats, so long as the essential elements of information are included."[e]

In addition to State regulations, the City understands that there is interest in the EIR's contents by members of the general public who may not desire to read or understand the comprehensive, technical data that make up the major content of the document. For this reason, a summary with limited technical detail is included as part of the EIR.

- *Introduction:* The purpose and organization of the EIR, administration of the EIR, and the consultants preparing the document.
- *Project description and environmental setting:* A description of the scope of the project as it is proposed to be carried out and the approvals required. This chapter includes the revisions to the project in response to the environmental impacts found to be significant when reviewing the original project proposal.
- *Summary of major findings:* The Summary consists of a "plain language" report with very limited technical detail highlighting important findings and proposed mitigation measures identified in the detailed analysis. It must be stressed that the Summary is intended merely to provide a means of quickly assimilating information from the EIR. Included in this section is a collection of comments received from the public during the scoping period.
- *Analysis of environmental effects:* Technical data, findings, conclusions, and proposed mitigation measures are included in this section of the EIR. Unlike a project EIR, the Tiered EIR may not include speculation as to the impacts of unknown projects or projects for which a physical description has not been prepared, but rather provide a definition as to how those issues may need to be addressed in the future when a specific project is proposed. This is the spirit of the Tiered EIR process. Additionally, because General Plan amendments and elements cannot be "conditioned," the Tier I EIR will show how implementing measures or policy programs provide the necessary mitigation. If there is a deficiency, additional implementing programs may be proposed.
- *Alternatives:* This section contains a number of project alternatives, discussions of the potential effects of the alternatives, and mitigation measures that would apply to these alternatives and findings.
- *Cross-references:* Pages in the EIR that reference the Circulation Element are straight pages numbers (e.g.:

refer to <item> on page 10). Footnotes in the EIR are listed at the conclusion of the document on 110.

1.2 Scope of the EIR

The purpose of the environmental impact report is to provide the City and the public with a projection of the potential direct and indirect effects associated with the proposed Circulation Element. As a policy document, its approval does not automatically grant any development entitlement. Even in situations where the Element directs that a certain physical project is to be implemented, the specific environmental effects of the project need to be assessed when the actual funding and development processes begin. The EIR will identify the types of issues that can be expected and anticipated when the future development is to take place. If it appears that there are environmental impacts for the specific project which need further assessment, this EIR will make that identification and provide a scope for the future environmental analysis.

1.3 Tiered EIRs

CEQA encourages the use of Tiered Environmental Impact Reports in certain circumstances. The Guidelines states "(a)gencies are encouraged to tier EIRs which they prepare separate but related projects, including general plans, (and) zoning changes..."[f] The use of Tiered EIRs allows the City to focus the environmental document on the issues that are appropriate to the current level of decision-making. This type of EIR also provides a more flexible approach for future project-specific environmental documents.

With CEQA's major purpose being to inform decision-makers and alleviate public apprehensions, the Tiered EIR ensures that the emphasis of each stage of environmental review contains the appropriate detail of analysis on the issues of significance. The focus for later projects will center on issues that were not examined as significant effects in the lower tiers or those which can be mitigated by imposition of project-specific mitigation measures.

In effect the lower Tiers of the EIR process serve as the initial studies or parts of the initial study for later tiers and projects. Avoiding the ongoing repetition and duplication of effort reduces the costs of preparing the overall later Tiered EIRs. This allows the budget to focus on real issues.

1.4 Administration of the EIR

Lead agency: City of Fort Bragg

Project for which this document is prepared: Circulation Element revision program, City of Fort Bragg

Lead agency actions required: Action by the City Council to amend the Fort Bragg General Plan to adopt the revised Circulation Element.

Responsible agencies:[g] California Department of Transportation (CalTrans): cooperation needed for implementing the goals related to the State Transportation Improvement Program (STIP) and State Highways.

Mendocino Council of Governments (MCOG): Approval required to implementing programs requiring COG funds.

Trustee agency:[h] California Coastal Commission, review for impacts within the Coastal Zone.

Report supervision: Scott Cochran, Planning Assistant, City of Fort Bragg, 416 North Franklin Street, Fort Bragg, California 95437, (707) 961-2825

Consultant for preparation of the EIR: Eric Jay Toll AICP. 2401 Michael Drive, Carson City, Nevada 89703, 702 • 883 • 8987

1.5 Purpose

The purpose of the tiered environmental impact report (EIR) is twofold. First, it is intended to examine the proposed circulation element and alternatives in order to supply the data required for an informed decision by the Council. Second, the Tier I EIR is intended to provide a foundation from which future project-specific environmental impact reports can be prepared. Early in the implementation of the California Environmental Quality Act, a document called a *Focused EIR* was permitted when it appeared that environmental issues were centered around one or two topics. Legal decisions and a refinement of the EIR process resulted in the elimination of the Focused EIR as a viable option in the early 1980s.

The Tiered EIR replaced that concept with a different approach. When a city is considering a policy document, it is not only impractical, but highly speculative to require that an EIR address all potential environmental impacts and provide mitigation measures. First, a General Plan or its amendments cannot be modified by conditions. This means there is no viable means by which a mitigation measure can be imposed in a General Plan.[i] The tiered EIR provides a focus by identifying that there are potential impacts in an area for which a policy may permit future development. By making this identification, the property owner then knows in advance that the application for development must specifically address the issue identified in the lower tier of the EIR.

Using the Tiered EIR as a foundation for assessing future development means that the specific project is submitted with a far greater understanding of its environmental consequences that if there were no base from which a future EIR could be prepared.

1.6 The EIR process

Environmental impact reports are prepared in two steps to accommodate the greatest amount of public participation. The first step, is the draft environmental impact report, commonly called the *DEIR*. The Draft EIR is prepared by assimilating available information, generating new data as required, and presenting the findings and conclusions in a format conforming to State regulations and the City's EIR process. When completed, the DEIR is circulated to the public and various responsible and trustee agencies for purposes of obtaining formal comments about its content. A review period of forty-five days is established for this process. During the review period, a public hearing will be conducted in order to take statements from interested parties.

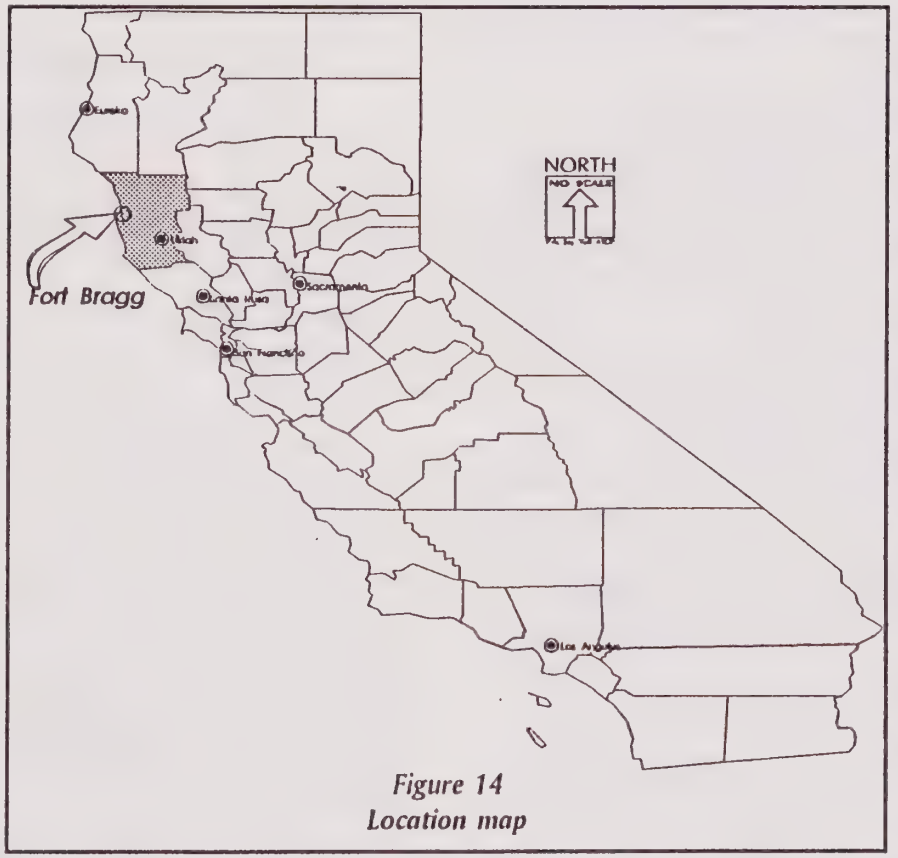

Figure 14
Location map

When the review period concludes, the City reviews each comment that was submitted and prepares a response to the issues. The responses are consolidated into a document called the final environmental impact report or FEIR. The Final EIR may address each comment by summarizing the issue and response in a separate section, the document may be modified to respond to the comment, or it may provide notations in the text. When the FEIR is completed, the City Council will consider whether to certify the document as complete. Once it is certified the document becomes the Environmental Impact Report.

Certification of the EIR does not mean that the document is the final authority. Certification is a formal action by the City Council stating that the EIR was prepared in conformance with the California Environmental Quality Act and that the Council considered the EIR prior to making its decision. A major purpose of an EIR is to

inform. The Council may disagree with some conclusions in the EIR, but still certify the document. Technical disagreement of differences of opinion do not undermine the legal defensibility of the EIR.

2 Scope of issues

2.1 Direct vs. indirect impacts

The California Environmental Quality Act requires that an environmental impact report review a list of environmental issues to determine if approval of a proposed project will result in the potential of a *significant effect.* To assist the development of environmental review program, the State's codified regulations include appendices to provide a measurement of which effects are significant or not significant.[j] In addition to examining the direct impacts potentially created by a proposed project, the EIR is required to examine *indirect environmental effects.* Indirect impacts are those which are not created by the project's approval, but may eventually occur when other projects that are enabled by the project (the Circulation Element) are developed. This assessment of indirect issues is the focus or main scope of the Tier I EIR. The support for this approach comes from the CEQA Guidelines:

§15385 Tiering. "Tiering" refers to the coverage of general matters in broader EIRs (such as on general plans or policy statements) with subsequent narrower EIRs or ultimately site-specific EIRs incorporating by reference the general discussions and concentrating solely on the issues specific to the EIR subsequently prepared. Tiering is appropriate when the sequence of EIRs is:

(a) From a general plan, policy, or program EIR to a program, plan, or policy EIR of lesser scope or to a site-specific EIR.

(b) From an EIR on a specific action at an early stage to a subsequent EIR or a supplement to an EIR at a later stage. Tiering in such cases is appropriate when it helps the lead agency to focus on the issues which are for decision and exclude from consideration issues already decided or not yet ripe.

In using the tiering concept, the EIR will separate those issues which are direct, and need to be examined in substance at this Tier in the EIR process from those effects that are indirect, and are better reviewed in a later tier. The Guidelines define effects as:

§15358 Effects. "Effects" and "impacts" as used in ... (the) Guidelines are synonymous.

(a) Effects include:

(1) Direct or primary effects which are caused at the same time and place.

(2) Indirect or secondary effects which are caused by the project and are later in time or farther removed in distance, hut are still reasonably foreseeable. Indirect or secondary effects may include

growth-inducing effects and other effects related to induced changes in the pattern of land use, population density, or growth rate and related effects on air and water and other natural systems, including ecosystems.

(b) Effects analyzed under CEQA must be related to a physical change.

2.2 Potentially significant environmental effects

One area of confusion associated with the California Environmental Quality Act is the determination of which environmental impacts are considered to be significant, and which impacts are not. The CEQA Guidelines include a general yardstick from which significant impacts can be measured. The measures, which are included as Appendix G in the Guidelines were used to define the scope of potentially significant impacts generated by the Circulation Element.

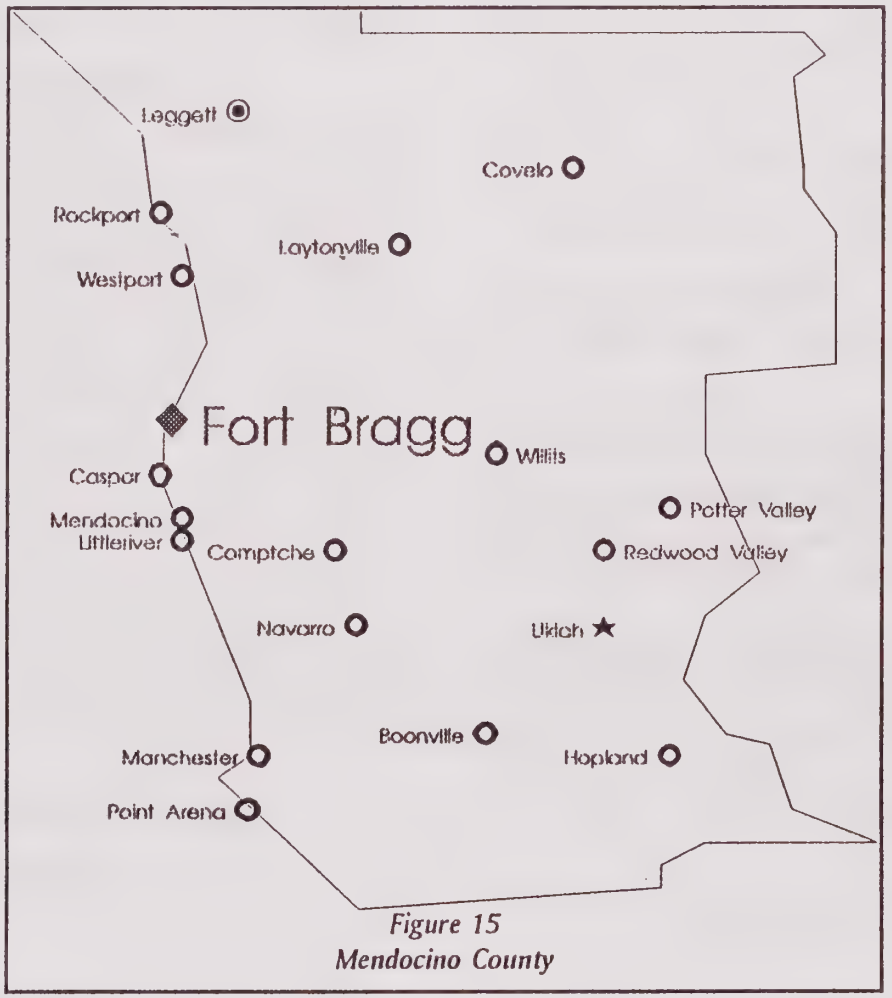

Figure 15
Mendocino County

A project will normally have a significant effect on the environment if it will:

(a) Conflict with adopted environmental plans and goals of the community where it is located;

(b) Have a substantial, demonstrable negative aesthetic effect;

(c) Substantially affect a rare or endangered species of animal or plant or the habitat of the species;

(d) Interfere substantially with the movement of any resident or migratory fish or wildlife species;

(e) Breach published national, state, or local standards relating to solid waste or litter control;

(f) Substantially degrade water quality;

(g) Contaminate a public water supply;

(h) Substantially degrade or deplete ground water resources;

(i) Interfere substantially with ground water recharge;

(j) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study;

(k) Induce substantial growth or concentration of population;

(l) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system;

(m) Displace a large number of people;

(n) Encourage activities which result in the use of large amounts of fuel, water, or energy;

(o) Use fuel, water, or energy in a wasteful manner;

(p) Increase substantially the ambient noise levels for adjoining areas;

(q) Cause substantial flooding, erosion or siltation;

(r) Expose people or structures to major geologic hazards;

(s) Extend a sewer trunk line with capacity to serve new development;

(t) Substantially diminish habitat for fish, wildlife or plants;

(u) Disrupt or divide the physical arrangement of an established community;

(v) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected;

(w) Conflict with established recreational, educational, religious or scientific uses of the area;

(x) Violate any ambient air quality standard, contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations;

(y) Convert prime agricultural land to non-agricultural use or impair the agricultural productivity of prime agricultural land;

(z) Interfere with emergency response plans or emergency evacuation plans.

In concert with the information presented here, the judgement as to whether an impact is significant is based on whether there is substantial evidence in the record to support a fair argument that a project may have a significant effect on the environment. The conclusions are the issues detailed in Table IX on page 80.

The proposed project is the approval of a revised Circulation Element for the Fort Bragg General Plan. The element proposes a number of policies related to the overall growth and development of the Fort Bragg area. The programs are listed in ? on page ?. The proposed project will be incorporated into the General Plan and will replace the existing Circulation Element.

When the new Circulation Element is adopted, the City will need to incorporate the proposed programs into its annual budget. Some of the implementing programs will require the enactment of new ordinances or regulations for development projects. These are just a few of the types of actions that will be taken in order to put the Circulation Element into effect.

2.3 Issues considered significant

Table IX, beginning on page 80 and continuing on page 80, serves as an analysis of the issues that are believed to have potentially significant direct or indirect environmental impacts as a result of approving the Circulation Element as it is pre-

sently written. These are the issues that are addressed in more detail in the environmental impact report.

To aid the decision as to whether or not an environmental impact report is to be prepared, an *initial study* may be developed to specify which issues the lead agency believes have the potential to be significant. In situations where the decision has been made in advance that a project is to have an environmental impact report prepared, the initial study is not necessary. It is presumed that when the project is reviewed for its environmental consequences, the scope of potentially significant effects will become apparent.

With the Circulation Element, the Table IX serves as an initial study. This is a the listing of the issues which are believed to be potentially significant prior to the start of the EIR preparation. During the preparation of the EIR, some of the issues were determined not to have significant effects. These are identified in the EIR and in Chapter 7 beginning on page 102.

Table IX: Summary of potentially significant direct and indirect issues

† denotes *Initial Study* issue number. ‡ denotes *Direct* or *Indirect* impact.
● denotes *This is likely to be found to be a potentially significant effect.*
○ denotes *This may have the potential to be a significant effect.*

IS#†	*Issue*	*Dir‡*	*Ind‡*	*Explanation*
1a	**Earth:** Compaction, overcovering, or displacements		●	When road construction takes place, grading is required, including cuts and fills.
1e	**Earth:** An increase in wind or water erosion on or offsite		○	During construction, if proper construction management techniques are not used.
1f	**Earth:** Change in deposition or erosion of beach sands		○	Bridge construction over Pudding Creek and the Noyo River could effect downstream currents.
3a	**Water:** Changes in the currents or courses		○	See above
3b	**Water:** Changes in absorption rates or run-off		○	New roads may impact drainage patterns.
3c	**Water:** Changes in flood patterns		○	The conceptual location of the East Bypass Noyo River Bridge is shown in a flood plain.
4	**Plants:** New road route through riparian habitat could be over rare/endangered or species of concern		●	Because the route is not fixed, it is possible that the intended location is shown over some habitat locations for plants which are rare or endangered species or species of special concern.
5	**Animals:** New road route through riparian habitat could be over rare/endangered or species of concern		●	Because the route is not fixed, it is possible that the intended location is shown over some habitat locations for animals which are rare or endangered species or species of special concern.
6	**Noise:** New noise level contours need to be projected for the new road routes	○		Showing new roads or changes in traffic patterns may result in increases in ambient noise levels in certain locations.
7	**Light and glare:** New lights may be installed on new roads	○		The issue of street lighting on new roads may have an impact.

IS#†	*Issue*	*Dir‡*	*Ind‡*	*Explanation*
8	**Land use:** Changes in the Land Use element	●		New roads or changes in road classifications may result in a need to change land use designations or densities in the Land Use element to the General Plan.
11	**Population:** alterations in population distribution		○	If the Land Use element is revised, it may open other areas to development. Portions of a proposed major new road are in the County, which might also result in population changes.
13d	**Traffic:** Alterations to present patterns of circulation or movement of people and/or goods	●		The Element proposes a number of changes to traffic flow patterns. This impact, however, may be beneficial rather than adverse. It is potentially significant.
14e	**Public services:** Effect on road maintenance.	●	○	The Element calls for a sidewalk maintenance program. In addition, new roads may increase the street mileage maintained by the City.
20	**Cultural resources:** Effect on sites of historic or prehistoric significance.		○	The proposed new roads may pass over areas of significant cultural resource value.

3 Comments received during the public and agency review period

3.1Comments about the draft EIR

The draft environmental impact report, and the review of the Circulation element drew comments from the (A) California Coastal Commission (EIR/Element), (B) Department of Fish and Game (EIR), and (C) the California Highway Patrol (EIR). (D) The Mendocino County Planning Department (Element) and the (E) California Department of Transportation (Element) submitted comments exclusively about the proposed Circulation Element. Each letter is reproduced in its entirety on the following pages. Responses to comments indicate whether the comments resulted in changes to the EIR, the Draft Element, or both. In some cases, the issues raised concern future development, and a detailed environmental response is deferred until a future tier of the environmental impact review process when a specific project is proposed.

Comment A-1
California Coastal Commission
Page 1 of 2 pages

STATE OF CALIFORNIA--THE RESOURCES AGENCY PETE WILSON, [redacted] Governor

CALIFORNIA COASTAL COMMISSION
NORTH COAST AREA
45 FREMONT, SUITE 2000
SAN FRANCISCO, CA 94105-2219
VOICE & TDD (415) 904-5200

June 6, 1991

Mr. Scott Cochran
City of Fort Bragg
416 North Franklin Street
Fort Bragg, CA 95437

RE: Project City.10; Draft Circulation Element

Dear Mr. Cochran,

Thank you for the opportunity to comment on the City of Fort Bragg's proposed revision to the Circulation Element of the General Plan. The purpose of these comments is to discuss issues that the proposal potentially raises with the Coastal Act, so that the city is able to address them before coming before the Commission for an LUP amendment.

The east and west extensions of Cypress Street appear to raise the most Coastal Act issues, particularly in the areas of geologic stability, dredging (the disposal site), public coastal access and protection of sensitive lands (agricultural, pygmy vegetation). Geologic issues arise from the proposed use of the narrow and steep Georgia Pacific haul road for the western extension of Cypress Street to North Harbor Drive. If the planned route traverses a blufftop, we are concerned about the future need for bluff stabilization. Section 30253 of the Coastal Act requires that no development be approved that would necessitate future bluff protective devices.

It appears that the proposed route for the western extension may pass through the existing dredge spoils disposal site currently under consideration for purchase by the city. If the Cypress extension would conflict with the continued use of that site, then a future dredge spoil disposal site for Noyo Harbor maintenance dredging would need to be identified. The Commission noted the importance of maintaining this site in approving with modifications LUP Amendment 1-85 for the annexation of Noyo Point, finding that other surrounding uses (in this case access and recreation) should not conflict with the established dredge spoil disposal activities, and thus may not wish to certify an amendment which would relocate the site.

The western extension of Cypress Street appears to afford enhanced opportunities for public access to that portion of Noyo Harbor, given the constraints from the Georgia Pacific industrial use of the area. Two public

Comment A-2
California Coastal Commission
Page 2 of 2 pages

Scott Cochran
June 6, 1991
Page 2

access routes are proposed on the Mendocino County LUP maps for Noyo Point, and the improved street access to the area will facilitate the public's use of these accessways. Commission staff supports the development of enhanced access at Noyo Point.

Based on the information I have received so far, I cannot say at this time whether we could support the western Cypress Street extension. It appears that the extension would be consistent under some provisions of the Coastal Act, and would conflict with others. Also, I recognize that the routes have not been delineated exactly, and some of the potential conflicts I have identified may, in fact, not exist. If there is a policy conflict between access and geologic hazards, for example, then Commission staff's recommendation on a future LUP amendment would be based on that course of action which we believe to be most protective of coastal resources.

The eastern extension of Cypress Street poses a more difficult question in longterm land use planning for the areas of Mendocino County that would be accessed by the extension. After crossing the Noyo River, the eastern extension appears to follow a route that would lead through Williamson Act rangelands and either a Timber Preserve Zone or an area of pygmy vegetation. In addition to the physical impacts of constructing a road, the longterm development inducements noted in the Draft Circulation Element may be inappropriate for these sensitive lands.

Commission staff strongly supports the development of a Specific Plan for that portion of Fort Bragg that lies west of Highway 1 and is currently utilized by Georgia Pacific for its industrial operations. As recognized in the Draft Circulation Element, this area affords great opportunities for developing coastal access from Noyo Harbor to Pudding Creek if the use is converted from industrial to uses more compatible with public coastal access. While conditional future lateral blufftop access may be inappropriate in the vicinity of existing industrial operations given the Georgia Pacific v. CCC decision, it may be appropriate when a less conflicting use is proposed for a parcel. Commission staff would like to see incorporation of a goal in Chapter VI. which addresses the development of future access in this area.

I hope that these comments help the city in their review of the Draft Circulation Element. Should you have any questions, please feel free to give me a call.

Sincerely,

Susan Strachan

Susan Strachan
Coastal Planner

9225P

3.2California Coastal Commission

The Coastal Commission's letter raises several points, centered primarily about the proposed alternate route locations. The context of the proposed new routes must be examined first. The Cypress Street extension is critical as a method of implementing the pending Noyo Harbor Plan developed for the Coastal Conservancy. The proposed plan provides for opportunities to increase public access to the Coast from the Harbor. At this time, the only access is the extremely narrow North Harbor Drive. In order to ensure that there is safe vehicle and pedestrian access from Highway 1 area to the Harbor and Jetty, a new route is needed.

At this time, the precise alignment is not determined. It appears that the access could utilize the existing spoils area as a method of obtaining a safe slope and alignment from the bluff to the Harbor. It is intended that once a precise alignment is determined, a project-specific environmental review pursuant to CEQA will examine the impacts. The intent of the implementing program is to ensure that there is both room for the access and future dredging spoils. The specific project environmental review will also examine whether construction is possible in conformance with the requirements of the Coastal Commission. The City would be required to construct the road in conformance with Commission requirements for conservation of bluffs, slope stability, and geologic strength.

The Coastal Commission letter raises concerns about the proposed alignment of the Cypress extension to the east, which might cross environmentally sensitive areas. The Circulation Element notes that the proposed alignment is shown merely for graphic reasons on the map. The implementing program identified in III.F.2 as Goal 8 in the Draft Element and Draft EIR did not stress the potential problems associated with the route alignment. A new implementation measure (8a-2) has been added on page 36 to ensure that the City is committed to an appropriate environmental review of the proposed alignment with an eye towards potential habitat impacts.

The issues associated with the long-term impacts of land use changes are addressed in the EIR in Section 4.8.1(b) on page 98 and in the statements of overriding consideration.

3.3 Department of Fish and Game

(See the Department's letter on page 85 in Comment B-1)

Mitigation measures 4.4.2(a) (Numbered 3.4.2(a) in the DEIR) and 4.5.2(a) (Numbered 3.5.2(a) in the DEIR)address the need to specifically examine and assess the botanical, fishery, and wildlife habitat and communities that could be impacted by a selection of the specific route. The measures in the EIR have been strengthened with new language to cover the Department's concerns.

3.4 California Highway Patrol

(See the Department's letter on page 85 in Comment C-1)

No response is needed.

Comment B-1
Department of Fish and Game

STATE OF CALIFORNIA—THE RESOURCES AGENCY GEORGE DEUKMEJIAN, Governor

DEPARTMENT OF FISH AND GAME
POST OFFICE BOX 47
YOUNTVILLE, CALIFORNIA 94599
(707) 944-5500

July 16, 1991

Mr. Scott Cochran
City of Fort Bragg
416 North Franklin Street
Fort Bragg, California 95437

Dear Mr. Cochran

Fort Bragg General Plan Revision
1991 Circulation Element
Mendocino County, SCH 91053079

Department of Fish and Game personnel have reviewed the progress Draft Environmental Impact Report (DEIR) for the City of Fort Bragg's circulation element. The DEIR identifies the environmental impacts associated with the implementation of this proposal for the City of Fort Bragg and vicinity.

According to the California Natural Diversity Data Base (CNDDB), the project may support several listed and candidate species. In addition, streams and rivers in the area support viable populations of salmon, steelhead, and several nongame fish species. Riparian and upland areas affected by this project also support many wildlife species. The subject documents should give detailed descriptions of possible impacts to plant, fish, and/or wildlife resources and include measures that will mitigate said impacts.

We recognize that the subject report is a general assessment of the area's resources and an attempt at forecasting probable impacts as a result of future development. Future projects will be dealt with on a site-specific basis in regard to impacts to fish, wildlife resources, and CNDDB-listed species.

If you have any questions or concerns regarding these comments, please contact Mr. Rick Macedo, Fishery Biologist, at (707) 928-4369; or Mr. Larry Week, Associate Fishery Biologist, at (707) 944-5526.

Sincerely,

Brian Hunter

Brian Hunter
Regional Manager
Region 3

Comment C-1
California Highway Patrol

State of California—Business, Transportation and Housing Agency PETE WILSON, Governor

DEPARTMENT OF CALIFORNIA HIGHWAY PATROL
540 South Orchard Avenue
Ukiah, CA 95482
(707) 463-4717

May 30, 1991

City of Fort Bragg
416 N. Franklin St.
Ft. Bragg, CA 95437

Re: REVISION/UPDATE TO CITY OF FT. BRAGG CIRCULATION ELEMENT (1991)/TIER 1 EIR

Dear Mr. Cochran:

I have reviewed your request of comments on the Draft Circulation Element and Tier One Environmental Impact Report.

I do not perceive any problems that would affect the operational conditions of our Department.

Feel free to contact Sgt. Myron R. MacNeil at the Coastal Resident Post should you have any questions. He may be reached at 925 N. Franklin St. Ft. Bragg, CA 95437, telephone 707-964-6241.

Yours truly,

P.A. Mader

P. MADER, Captain
Commander

enclosure:

Comment D-1
Mendocino County Planning Department
Page 1 of 2 pages

RAYMOND HALL
DIRECTOR

TELEPHONE
707-463-4281

COUNTY OF MENDOCINO
DEPARTMENT OF PLANNING AND BUILDING SERVICES

July 9, 1991

MAILING ADDRESS: COURTHOUSE
UKIAH, CALIFORNIA 95482

Scott Cochran, Planning Assistant
City of Fort Bragg
416 N. Franklin Street
Fort Bragg, CA 95437

Re: Revision and Update to the City of Fort Circulation Element (1991)/Tier I EIR (City.10)

Dear Scott:

Thank you for the opportunity to review the proposed revisions to the City's Circulation Element. I would like to make the following comments:

1. I think the organization of the document could be improved by putting the Table of Contents at the beginning rather than between Chapters 1 and 2.

2. The document should include a full city map with legible street names. The map on page iv is of no help. The map should show all the streets named in the text (I could not find Ocean Street, page 38, on any of the maps in the document.)

3. Page 12, Measure 3b-1 (also page 22, measure 6a-2): It is improper to use the CEQA process to prejudge a project. The measure implies that any project may have a significant effect.

4. I don't think that the Draft Element makes a clear distinction between goals, policies and implementation measures. Even the definitions of "policies" and "implementation measures" on page vii overlap each other. Compare with the definitions in the OPR General Plan Guidelines - 1990 pages 16 and 17.

5. Page 14, top: The Highway 1/20 intersection may be operating now at LOS C, however the State Route 1 Capacity and Development potential Study prepared for the County in 1990 by DKS Associates predicts LOS D by 1995 and LOS E by 2010.

6. The discussion of traffic budget doesn't explain what happens when the existing ADT plus committed ADT exceeds maximum capacity.

Comment D-2
Mendocino County Planning Department
Page 2 of 2 pages

7. Page 19: Selection of an east side by pass route should involve participation with the County. New roads in the unincorporated area would have to be maintained by the County. The County's current policy is not to provide for connector roads between Pudding Creek Road and Airport Road.

8. Page 21: The sentence starting on line 4 doesn't make sense.

9. Page 27 and 28: Does "north of Pudding Creek" only include land within the city limits or does it also include unincorporated lands? How was it determined that Highway 1 improvements are the "key issue" for development north of Pudding Creek? Soils types, poor percolation, high groundwater, and marginal water resources are also critical issues in the area north of Pudding Creek. Shouldn't the discussion of the Pudding Creek area include some discussion of the bypass proposed on pages 17 and 18? Is the bypass examined in the North Fort Bragg Traffic Circulation Specific Plan?

   The North Fort Bragg Plan Area (Figure 13) leaves out a large area to the east that may significantly affect traffic in the Highway 1 corridor north of Pudding Creek.

10. Page 39: Goals 14 and 15 seem more like tasks that should be accomplished by the Circulation Element, at least in a preliminary schematic form. I would think that it should be a stated policy of the City's to cooperate with the County in revising the County's Circulation Element to ensure that the City's goals are achieved.

Thanks again for the opportunity to comment.

Sincerely,

for Raymond Hall
Director

RH:cec

cc: Woody Hudson
Gary Berrigan

3.5 Mendocino County Planning Department

The Department's letter concerned the Circulation Element rather than the environmental impact report.

1. The change has been made.

2. A larger map will be included with the final published version of the element. The reference to *Ocean* on page 38 of the draft Element should have said *the Pacific Ocean.* The text has been corrected.

3. The intent of this implementation measure is for the City to take a more active role in the CEQA review of County projects for which there are circulation impacts within the Sphere of Influence. Without the MOU, the City would be in a position to attempt to seek direct traffic mitigation based on substantial evidence that an EIR for a project in the unincorporated area would present. With the MOU, this issue is more easily resolved.

4. There is some degree of repetition between Goals, Policies, and Implementation measures. However, the degree of specificity increases. The Council may want to consider alternative language. The definitions from the California *General Plan Guidelines* prepared by the Governor's Office of Planning and Research are attached as an appendix to the EIR.

5. The level of service analysis based on actual capacity projections and traffic projections using ITE methods shows that Level of Service D may be maintained over the next ten years. This is detailed in the *Boatyard-Todd Point Traffic Plan* that is currently being reviewed by agencies and the public.

6. The *traffic budget* concept is a part of the *Traffic Plan.* It is only included in the Circulation Element as a point of introduction not as a policy or implementing program.

7. The omission of direct County participation was inadvertent. Implementation measures 4a-2, 4b-1, and 4b-2 have been amended to directly seek County involvement rather than just relying on the Mendocino Council of Governments.

8. The sentence has been corrected.

9. *North of Pudding Creek* in the Circulation Element refers exclusively to the incorporated area.[k] The other development issues are not excluded, but the findings in relation to the Circulation Element was as stated. The "out-of-plan" traffic impacts will be covered in the Traffic Plan.

10. The goals are not true goals, however, the program accomplishes the City's directions.

Comment E-1
California Department of Transportation
Page 1 of 5 pages

STATE OF CALIFORNIA—BUSINESS, TRANSPORTATION AND HOUSING AGENCY PETE WILSON, Governor

DEPARTMENT OF TRANSPORTATION
DISTRICT 1, P.O. BOX 3700
EUREKA, CA 95502-3700
TDD PHONE 707/445-6463
(707) 445-6412

July 11, 1991

1-Men-1/20
City of Fort Bragg
General Plan
Revision Program
1991 Draft Circulation
Element
SCH #91053079

Mr. Scott Cochran
City of Fort Bragg
416 North Franklin Street
Fort Bragg, California 95437

Dear Mr. Cochran:

We reviewed the 1991 Draft Circulation Element for the City of Fort Bragg and offer the following comments:

Mapping, page iv

We recommend that the mapping include Fort Bragg city limits in relationship to County planning areas. Further, indicating the City urban/rural boundary is also recommended.

Traffic Specific Plans, page vii

We recommend that the discussion in Traffic Specific Plans (page vii), which mentions traffic mitigation fees, include a reference to Explanation A on page viii which discusses traffic mitigation or impact fees.

Highway One, page 1

Route 1 through Fort Bragg is classified as a Federal Aid Primary road. We recommend this be revised to read Federal Aid Primary Route.

Explanation B, State Transportation Improvement Plan, on page 3 should be revised to indicate that the STIP is a 7-year plan which addresses specifically new facilities. Non-capacity increasing projects, such as rehabilitation, operational and safety projects, are included in the four-year Highway System Operation and Protection Plan (HSOPP), which extends through Fiscal year 1993/1994.

Comment E-2
California Department of Transportation
Page 1 of 5 pages

Mr. Scott Cochran
July 11, 1991
Page 2

The Mendocino Council of Governments' (MCOG) proposed STIP project to widen, channelize, and install traffic signals on Route 1 through Fort Bragg is expected to be a candidate for the HSOPP, which will be adopted in April 1992.

Goal 1, page 7

Goal 1 states "Commit to a systematic program to ensure that the Caltrans State Improvement Transportation Program includes needed improvements on Highway 1 within the Fort Bragg area." We recommend that this goal be revised to include both State Transportation Improvement Plan (STIP) projects; and Highway Systems Operation and Protection Plan (HSOPP) projects which include safety and operational improvements on State highways in the Fort Bragg planning area.

Implementation Measures 1b-3, page 8

We commend the City of Fort Bragg for this implementation measure. Caltrans has suggested in the past that this process may be a successful means to raise the priority of Route 1 improvements in the Fort Bragg planning area. Although we cannot assure that projects which provide local matching funds will be adopted, we feel that matching funds increases the possibility of such projects being afforded a higher priority.

Figure 5, page 11

Figure 5 (Highway 20 Route Concept) should include a label for South Harbor Drive since the text adjacent to the figure discusses the roadway.

Figure 7, page 14

Figure 7, the graphic example of how a traffic budget works, should indicate Peak Hour Traffic Volume rather than Average Daily Traffic on the "X" axis.

East Side Bypass, page 18

Discussion of the five year funding program for the STIP should be revised to read seven year funding program.

Comment E-3
California Department of Transportation
Page 1 of 5 pages

Mr. Scott Cochran
July 11, 1991
Page 3

Figure 12, page 24

Figure 12, titled Laurel-Main Street Intersection, should also indicate the proximity of the existing California Western Railroad tracks.

Discussion of a possible bus depot should be addressed more completely as such transit may require studying transit routes and Route 1 usage. Specifically, our concern is the adequacy of lanes or shoulders to accommodate buses stopping in Route 1 through traffic. Reference to the discussion of the transit depot should be to page 46 not page 47.

Caltrans would not support the construction of a cobbled brick pathway for a pedestrian crossing of Route 1. Pedestrian crossings of State highways must meet Caltrans Design standards.

c. Other Opportunities, page 25

The proposed project for widening and signals through downtown Fort Bragg eliminates parking on both sides of Route 1. The City should be aware of changes to the project as proposed. Changes in the scope of the proposed project would require a new Project Studies Report (PSR) and resubmission to the California Transportation Commission (CTC).

The Circulation Element recommends signalization for either Pine Street or Elm Street. In the event signals were installed, we would recommend Elm Street for signalization; major traffic queues would be expected at Pine Street due to the proximity of the railroad crossing and the slow speed of the Skunk Train (California Western Rail Road).

Chestnut Street, page 31

Discussion refers to the removal of the signal at Chestnut Street/Route 1. There is no proposal to remove the signal at Chestnut Street when Cypress Street is signalized.

Explanation H, Traffic Studies, should refer to page 37 rather than 38; the same discussion on page 37 should refer to page 31 rather than page 32.

Comment E-4
California Department of Transportation
Page 1 of 5 pages

Mr. Scott Cochran
July 11, 1991
Page 4

Pedestrian Traffic, page 43

In the second paragraph, the sentence "The City needs of sidewalk maintenance program" should be revised to say "The City needs a sidewalk maintenance program."

Sidewalks adjacent to Route 1 (or Route 20) must be placed at the highway right of way line and paving should be required from the edge of the sidewalk to the edge of highway travelled way.

Updating the Circulation Element

Road classifications and design standards are provided for arterials and collectors in the Fort Bragg Circulation and Scenic Highways Element (1980).

We are concerned that design standards be included in the Circulation Element in order to plan for development adjacent to Routes 1 and 20 in the City of Fort Bragg planning area. A corridor preservation setback of 50 feet from center line for two lane highways in Fort Bragg (outside the urban zone) provides a buffer between development and traffic related concerns, such as safety, fugitive dust, and to some degree, traffic noise. Setbacks should be designed to allow minor improvements such as landscaping. Further, a planning standard for Route 1 highway width through Fort Bragg should be developed. We are willing to work with the City to develop a planning standard. We feel this will serve the planning interests of the City and Caltrans.

We recommend that the Circulation Element include areas of current study, such as the North Fort Bragg Area Plan and the South Fort Bragg Area Plan. The goals, policies, and implementation procedures should address the circulation needs of north and south Fort Bragg planning areas.

We appreciate the opportunity to review and comment on this proposed Circulation Element. We look forward to working with the City of Fort Bragg on proposals which serve the interests of the City and the Department of Transportation.

Comment E-5
California Department of Transportation
Page 1 of 5 pages

Mr. Scott Cochran
July 11, 1991
Page 5

Should you have any questions you may call Mr. Michael G. Lucas at (707) 445-6671.

Very truly yours,

PATRICIA L. SECOY, Chief
Transportation Planning Branch

cc: State Clearinghouse
1400 Tenth Street, Rm 121
Sacramento, CA 95814

3.6 California Department of Transportation (CalTrans)

The following comments from CalTrans deal with the Circulation Element rather than the Environmental Impact Report. The disposition of each comment is addressed in this section.

Mapping, draft page iv: The City of Fort Bragg does not have an "urban/rural boundary." The City limits will be better delineated in the final graphic.

Draft page vii: The cross reference has been added on page 7.

Draft page 1: The change to the Element suggested by Caltrans has been made at the appropriate location on page 8 and within Explanation B on page 11.

Goal 1: The change to the Element suggested by Caltrans has been made at the appropriate location.

Implementation measure 1b-3: The change to the Element suggested by Caltrans has been made at the appropriate location.

Figure 5: The change will be made to the final publication graphics.

Figure 7: The change will be made to the final publication graphics.

East Side Bypass, draft page 18: The change to the Element suggested by CalTrans has been made at the appropriate location.

Other opportunities, draft page 25: A new inset, ? on page ?, has been added to incorporate CalTrans' comments into the Circulation Element. The recommendations, however, did not alter the findings or implementing program in the final document.

Chestnut Street, draft page 31: The page number references have been corrected. The City recognizes that there is no CalTrans proposal to remove the signal at Chestnut Street and Highway 1 by either the State Agency or the Mendocino Council of Governments. However, the City's direction in the revised Circulation Element is that if a new Cypress Street-Highway 1 intersection is developed and signalized, and when Chestnut Street is downgraded to a City Collector Street, there may not be a need for the Chestnut-Highway 1 signal. No change has been made to the text as a result of the CalTrans comment.

Pedestrian traffic, draft page 43: The change to the Element suggested by Caltrans has been made at the appropriate location on page 50. The CalTrans' sidewalk standards are noted, and added in Explanation K on page 49.

Updating the circulation element: Design standards are not included in the revised circulation element for two reasons. First, the standards must be reviewed and addressed as a part of implementation measure 12a-1 (for arterials) and 13a-1 (for collectors). Second, a design standard is based on precise engineering requirements and does not reflect a community goal. It is most appropriate as an implementing ordinance not a Council policy consideration.

During development of the revised Circulation Element, City officials and members of the public expressed concerns that Caltrans' desires for a one hundred foot right of way preservation corridor is too wide to be applied on a blanket basis. The City's approach is to address the right-of-way issue in the Traffic Plans. While it is not called out in Chapter III.E beginning on page 33, it is a part of the scope of work.

The future Traffic Plans will replace Chapter III.A for the South Fort Bragg Area and Chapter III.E for the North Fort Bragg Traffic Plan.

To memorialize the CalTrans desire to work with the City on traffic design and planning standards, implementation measures 12a-2 has been added to seek CalTrans assistance for arterial standards (which include Main Street and Highway 20).

4 Summary of environmental issues

4.1 Conformance to plans

The proposed project results in a change to the Fort Bragg General Plan. The element does not result in the development of any policies which are internally inconsistent to the remainder of the General Plan. The project does not have significant environmental impacts associated with land use and policy conformance. The Element, in effect, is a response to the existing land use patterns that have been developing in Fort Bragg since the adoption of the General Plan in the early 1980s. No mitigation or changes to the proposed element are required.

4.2 Earth

4.2.1 Summary of major findings

There are three potential indirect impacts associated with earth. These include compaction and overcovering, and a possibility of an increase in channel and beach erosion from wind or water.

When new roads are constructed or improved as a result of the policies included in the Element, the road beds require compaction and overcovering of native earth. When overcovering occurs, the existing earth surface is compacted or covered with an impermeable material. This disrupts the ability of the soil to allow water to be absorbed, and increases the run-off. When water run-off increases, it carries with it soil and other surface matter. These are called "sediments," which can then be carried into water courses. Additionally, an increase in compacted areas results in a decrease in area serving as a collection for aquifer recharge.

Depending on the location of a new road, the grading that is required, or the height of cuts and fills, there is a possibility that the activity could have significant effects related to increased erosion. The slopes that are created from constructing a road need to be stabilized and protected against erosion. There are a number of methods that can result in a reduction of erosion impacts to levels of insignificance, but these cannot be defined until a specific project is proposed for design and development. In most cases, the impact can be eliminated as part of the design so that no mitigation is necessary.

Within Fort Bragg, construction on or near the coastal bluffs could result in changes to patterns that may result in erosion of beach sands. This may be of concern with the proposed extension of Cypress from Noyo Harbor to the Main Street intersection. The potential route will traverse the

dredging spoils west of the Noyo River Bridge and just north of the parking area near the jetty. The road will probably require increased compaction, new cuts, grading, and fill to bring it up to the bluff top.

The proposed bridge crossings for the East Side bypass over Noyo River and Pudding Creek may, depending on length, height, and design, require the construction of bridge supports or abutments in the channels. If this happens, it is possible that the current flowing around the supports may be altered or changed. The change in current may or may not increase deposits of silts at the channel mouth of the Noyo River or behind the weir on Pudding Creek.

4.2.2 Proposed mitigation

(a) When a specific project route is selected and the environmental process begins, the Tiered Environmental Impact Report shall incorporate a study on the changes in soil absorption patterns due to the compaction and overcovering of the area.

(b) Any proposal to construct a new road or reconstruct an existing road shall require that the engineering firm designing the road alignment, grade, and structure address the effects of surface run-off on erosion-prone surfaces.

(c) The environmental analysis of the Cypress Extension along the coastal bluffs shall include an assessment of the potential for changes to the beach areas on the north shore of Noyo Bay.

4.3 Water

4.3.1 Summary of major findings

The Circulation Element proposes the construction of the East Side bypass route, which will ultimately involve bridge crossings of the Noyo River and Pudding Creek. Construction of the abutments may have impacts similar to those described in Section 4.2.1 on page 93.

The other potential impact is also addressed in the previous section of the EIR: the potential to change surface runoff patterns. Until a road alignment is selected and a road design prepared, it is speculative to try to estimate whether the impact is significant. The normal yardstick for significance of surface runoff is associated with whether the change in runoff patterns will increase the potential for flooding or downstream contamination. Because of how roads are physically developed as long narrow ribbons of impermeable surfaces, the change in runoff is normally not significant as a contributor to downstream flooding. However, roads can inadvertently be placed in such a way as to act as a dam, retaining water on the upstream side, forcing it into controlled channels that may not be adequate to pass the storm flows.

A second facet of the runoff from roads is that the road surface becomes technically contaminated with small quantities of oil, gas, radiator coolant, and other liquids that may leak from vehicles. Because the vehicles are in motion, the contamination is diluted over a large area. Rainwater can cause it to runoff from the surface, adhered to surface dust, and enter stream courses. This facet of the impacts from road construction needs to be examined more closed.

4.3.2 Mitigation measure

(a) The same mitigation program defined in Mitigation Measure 4.2.2(c) will also provide a mitigation focus for the water impacts should they exist. Studies of surface water run-off shall include an assessment as to whether there is potential stream contamination from surface materials entering streamflows.

4.4 Vegetation

4.4.1 Summary of major findings

The proposed Circulation Element provides for the construction of one major new road and major extensions of Cypress Avenue and Stewart Streets. The new routes have not be precisely determined. The Stewart Street extension potentially travels between parcels on the west side of Main Street and the Georgia-Pacific facility. For the most part, the area has already been disturbed, and it is unlikely that there are any significant impacts on rare or endangered plant species.

The proposed routes, however, for the East Side Bypass travel through four riparian corridors, and potentially across two wetland areas. It is likely that there could be plants listed as *species of special concern*, or rare and endangered plant species along the route, once a final route is selected. The California Department of Fish and Game (plants) and Army Corps of Engineers (wetlands) have extensive regulatory programs associated with analysis and mitigation of potential impacts. This is an area in which special consideration will be needed when a specific route is selected.

The Cypress extension will traverse the coastal bluffs. There is a high likelihood that significant plant communities could be discovered along the proposed route.

4.4.2 Mitigation measures

(a) When developing studies or surveys of the potential routes for new roads, a survey of plant species along the route shall be prepared as a part of the environmental assessment. If a proposed route encounters species of special concern, rare, or endangered plant species, the environmental review shall include alternatives to the proposed route or methods of mitigating the project impact to the plant communities or habitats.

4.5 Animal species and habitat

4.5.1 Summary of major findings

Animal communities are similar to plant communities in terms of the impacts from the Circulation Element. The potentially significant effects are indirect, and may not occur or may occur at the time of specific development proposals. As with the plant communities, there is a potential for the disruption of animal habitats or range areas. This is more likely to occur for the East Side Bypass, as it will be passing through an area which is primarily undeveloped. A similar disciplinary approach as is used for determining impacts on plant communities can be used for effects on wildlife.

4.5.2 Mitigation measure

(a) When developing studies or surveys of the potential routes for new roads, a survey of wildlife species along the route shall be prepared as a part of the environmental assessment. If a proposed route encounters species of special concern, rare, or endangered animal species, the environmental review shall include alternatives to the proposed route or methods of mitigating the project impact to the wildlife or their habitats.

4.6 Noise

4.6.1 Summary of major findings

Traffic noise in a community is one of the major sources of ambient noise levels. If noise levels become excessive, the sound can become a nuisance, a health hazard, or both. One part of the General Plan is a Noise Element. This element includes an assessment of noise impacts from traffic on major roads and a sampling of noise levels on less traveled roads as well. Noise along roads is measured two ways. The first measure is the 50 and 60 decibel (dB) contour. This is the distance measured from the centerline of the road at which the average day and night noise level drops below first 60 dB and then 50 dB. The second measurement is the noise level measure, which is noise level at which specific residences, businesses, or public facilities are exposed as a result of their proximity or distance from the road.

The Circulation Element adoption may directly result in some changes related to noise. Shifts in traffic patterns may change noise levels in certain areas of the City. There are a number of different actions within the proposed Circulation Element that could result in changes to traffic generated noise levels.

If traffic is able to move more smoothly on Main Street, this can actually result in a decrease in traffic noise. The

reason is that traffic noise is highest when vehicles have to slow down, stop, and then resume traveling speed. Vehicles with manual transmissions, and especially commercial trucks, generate more noise when gearing up and down than when they are able to move at a sustained speed.

Figure 16 on page 96 shows the distance from the centerline of Main Street to the point where the noise level drops below the decibel level listed. It is approximately thirty feet from the centerline to the sidewalk along either side of Main Street. Figure 17 shows the distance that, in 1980, was projected for the 1995 noise contours. The redline running under the bars is the average of the four locations shown in Figure 16. As traffic increases, the distance to hit the contours decreases.

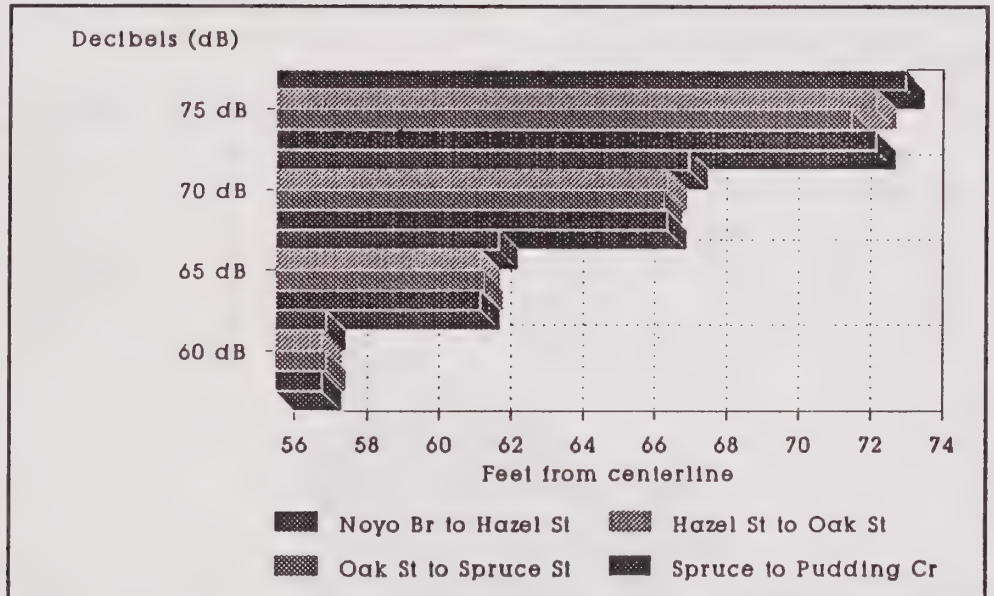

Figure 16
1980 General Plan Distance from centerline to noise contour

If the Stewart Street-Main Street north-south couplet is constructed as proposed in the Circulation Element, then noise levels on Main Street could decrease because of smoother traffic flow. However, noise at the intersection of Pine Street and Stewart Street, which is now somewhat out of the traffic loop, would be increased as traffic makes its diversion movements from Main Street to go south.

Methods of reducing the impacts of noise are well documented. The standardized systems can range from simple landscaping to complex systems of sound walls and structural mitigation.

The proposal for new roads specified in the Element could result in increases in noise levels along the new routes east of the City along the east side bypass.

Determination of the contours cannot take place, however, until the actual route is selected.

4.6.2 Mitigation measures

(a) Update the noise element to determine the location of traffic noise contours compared to 1980 and determine whether the projected 1995 contours are still accurate. Additionally, provide noise models in the update for changes in circulation patterns projected in the Circulation Element.

(b) Environmental analysis for traffic route changes shall include a model of the changes in noise contours.

4.7 Light and glare

The proposed project does not provide for the addition of any new lighting sources. It may be possible that when new roads are constructed, street lights could be a part of the project. If this is the case, the effects of light and glare may be significant. This is an issue for which site specific studies will be needed. If there are no lights, there is no impact.

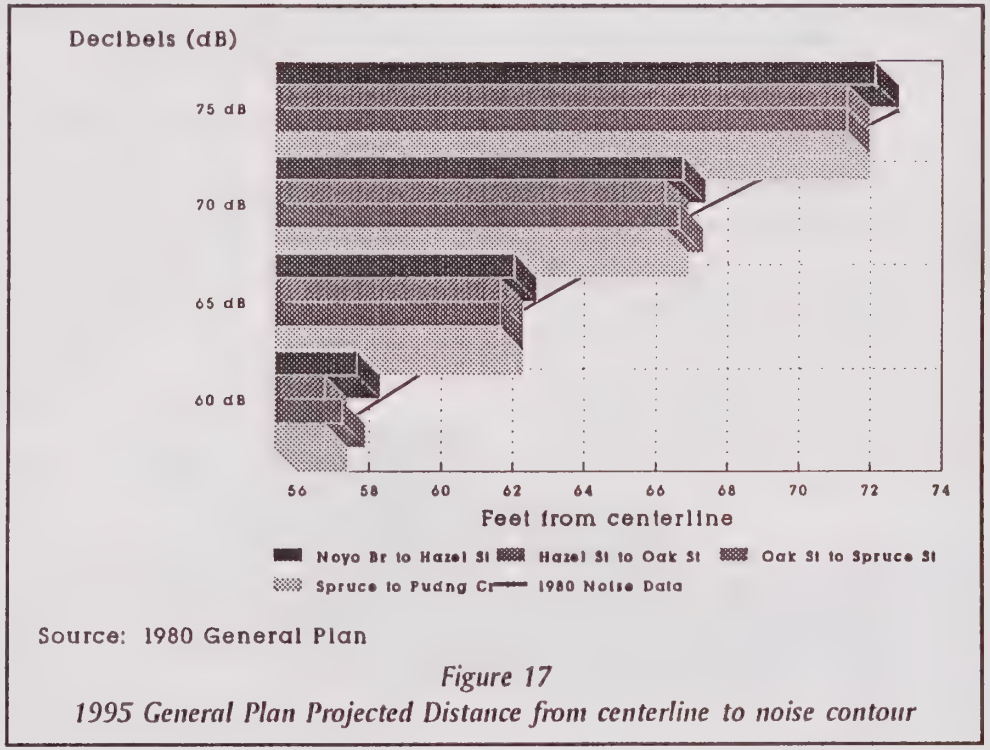

Figure 17
1995 General Plan Projected Distance from centerline to noise contour

4.8 Land use

4.8.1 Major findings

(a) Within the Fort Bragg City Limits.

The proposal in the Element to create new roads could result in a need to make changes to the Land Use Element of the General Plan. If such changes are necessary, it is a direct impact of the Circulation Element.

To assess the impact of land use, the existing land use designations need to be reviewed in relation to the permitted uses and densities for the classification of roads and location of new roads.

There are two aspects to this analysis. One is the incorporated City, in which land use designations, particularly com-

mercial and industrial, are directly associated with the classification of road that serves the parcel. The second aspect is in the unincorporated County, in which the rural land use may be impacted by the development of the East Side Bypass. A good access road to the Noyo Harbor Basin could also affect land use in the unincorporated area.

The areas that are affected by the proposed changes in circulation patterns are shown on the maps in ? on page ?, ? on page ?, Figure 8 on page 23, Figure 12 on page 35, and Figure 13 on page 37. Reviewing the 1980 General Plan land use maps with amendments, there are no areas within the City limits for which changes in land use designation are needed to increase land use intensity or density as a result of new or changed arterial routes. A list of the streets affected by the changes is located in Table X.

Table X: Streets affected by classification changes

Future arterials
Boatyard Loop Road
Benson Lane
Cypress Street
Del Mar Loop
Hanson Road
Monson Way
Stewart Street
New collectors
Chestnut Street
FRANKLIN TO END

The one area in which a change may be warranted is the length of Chestnut Street that is to be changed from an Arterial to a Collector Street (from Franklin Street to its eastern terminus). The land use density that currently exists includes the potential for Garden Apartments/Condominia. The size of the area would permit (in the GAC zone) up to as many as 65 units. This can generate an estimated 552 vehicle trip ends (average daily traffic)[1] If the area were changed to single family residential, this would reduce the number of units in the same area to 26 dwellings with an average daily traffic of 260. Changes in this density may be warranted as a reflection of the change of Chestnut Street's road classification from arterial to collector. Collector streets are generally narrower than arterials, and can safely move less traffic. If the areas are not fully developed, reducing land use densities can help alleviate future traffic congestion.

(b) Within the unincorporated County

The area of greatest potential impact is along the proposed East Side Bypass and Cypress Street extension to the proposed Noyo Bridge crossing. The reason for this impact is based on the fact that these lands are entirely within the County's unincorporated area, and land use is subject to County control. Currently, the areas are primarily three to five acre rural residential properties.

If an improved road were to be developed in the area linking Highway 20 east of Fort Bragg with Highway 1 north

of Fort Bragg, pressure could be placed on the County to increase densities and possible permit more intensive land uses.

4.8.2 Mitigation measures

(a) Reevaluate the land use element to determine whether appropriate changes are necessary on Chestnut Street.

(b) Enter into an agreement with the County to ensure that land use densities along the east side bypass route, once selected, are not altered. This is a mitigation measure that may be beyond the City's control.

4.9 Population

4.9.1 Summary of major findings

The potential impacts from changes in population densities of patterns is a speculative impact that is tied to the discussion about lands in the unincorporated area in Section 4.8 on page 98. If the County approves changes in density, because the East Side bypass will accommodate traffic in an area in which there is no access at present, there could be a significant shift in population patterns. The change could take place with new development in the outer areas of the City and the unincorporated County. This indirect impact is speculative, but would be eliminated as a possibility if Mitigation Measure 4.8.2(b) is agreed upon. There is inadequate data at present to determine if this indirect impact is significant.

4.10 Traffic and circulation

4.10.1 Summary of major findings

The Circulation Element will directly result in a number of changes to the City's traffic and circulation patterns. These are identified in the Element in ? through Figure 8, and Figure 12 and Figure 13. The construction of the proposed new roads will result in an alteration of the flow of people and products within the City.

The need for these improvements are detailed throughout the findings in the Circulation element as a means of resolve the problems associated with traffic flow within the City of Fort Bragg. The discussions may be found in the summaries of major findings that lead each chapter of the proposed element. The approach of the discussion outlines the problems associated with traffic and circulation issues. The goals identify the solutions desired by the City. The policies and implementation measures provide the mitigation to the potential impacts.

For this reason it is not necessary to repeat each of the implementing programs that are identified in the proposed Circulation Element.

4.10.2 Mitigation measures

The Tier I Environmental Impact Report and Circulation Element are incorporated as one document. The implementing programs of the Circulation Element is summarized in ? beginning on page ?.

4.11 Public facilities and services

4.11.1 Summary of major findings

The proposed Circulation Element involves the construction of new road segments. The roads will need to be maintained, which could result in increases in the City's road maintenance budget.

The Stewart Street extension is proposed as a couplet to Main Street, State Route 1, which would be maintained by CalTrans. The Cypress Street extension and East Side bypass are proposed to be located within the unincorporated County. The maintenance of these roads would rest entirely with the County. If the construction is sanctioned by the State Transportation Commission and if it qualifies as a Federal Aid Secondary Road, the cost of maintenance may be underwritten by the Federal Highway Administration.

4.11.2 Mitigation measures

(a) As the budgets are developed for constructing the proposed road extensions, the City shall provide an estimate of annual maintenance costs to the Mendocino Council of Governments in order to ensure that the County of Mendocino Department of Public Works receives adequate funds for ongoing road maintenance.

4.12 Cultural resources

4.12.1 Summary of major findings

When specific roads are developed, especially in the areas near the Noyo River and Pudding Creek, a possibility may exist that the construction activities may encounter significant cultural resources of historic or prehistoric value. It is not possible to survey for such possibility until a specific route is selected. This impact might occur as an indirect result of the Circulation Element.

4.12.2 Mitigation measures

(a) As a part of the analysis for route selection, the City shall include a archæological survey to determine whether there are potentially significant cultural resources along the proposed route.

5 Cumulative effects of the project

Cumulative effects are environmental impacts which are not significant when the are viewed in isolated circumstances, but when they combine with other aspects of the project or similar offsite environmental impacts, the sum of the effects become significant.

When viewed as a part of the overall General Plan, the Circulation Element does not provide any cumulative impacts. This statement is based on conclusions associated with the fact that there are direct development entitlements that are made possible by the project.

If the Circulation Element is approved as proposed, it is intended to serve as a relief action for the existing circulation and transportation opportunities in Fort Bragg. The proposed extension of streets and construction of the new bypass are intended to reduce traffic flows on certain streets to facilitate safe traffic movement and safety.

The proposed street construction does not allow for any increases of density or shifts in land use to more intensive within the City limits. It increases traffic flows by adding new capacities to north-south traffic. This will, in turn, increase traffic safety for turning movements and traffic flow.

6 Growth inducing impacts

The proposed project, however, does include features which may be considered growth inducing. The growth inducing impacts are benefits from a project which provide an opportunity for growth to occur in a manner or location in which it might not have taken place if the project were not approved.

There are three aspects to the Circulation Element that indirectly fit into this category. The first, over which the City has control, is that the construction of the Stewart Street Extension from the Skunk Depot to Cypress Street will provide high quality access to an area within commercial and industrial zoning districts. The area which is directly impacted by this is also tempered by the call for a West Fort Bragg Specific Plan to provide for systematic development of the area west of Main Street. This implementing program is called out in Implementation Measure 14a-1 in Section ? on page ?.

The other two areas for which the Element may have growth inducing impacts are the East Side Bypass and the Cypress extension east to the proposed Noyo Bridge connecting Hansen Lane with Monson Lane on the bypass. This area is within the unincorporated County. Once a major new road is constructed through this area, it means that property owners who do not have access at present, may find that there

property has good access to Highway 20 east of Fort Bragg, Highway 1 north of Fort Bragg, and improved access into central Fort Bragg.

The County may be encouraged to reduce residential densities along the route, reflecting improved access. Additionally, there may be a desire to permit commercial or even industrial growth on this route. These speculative projections may be constrained by a lack of suitable water supply or appropriate sewage disposal, however they are possibilities.

Mitigation measure 4.8.2(b) should provide a balance from potential effects that might occur.

7 Effects found not to be significant

Virtually all projects have environmental effects. The analysis provided by an environmental impact report is to determine whether or not the potential impacts are adverse and significant. The proposed project provides a policy base from which the City can implement programs designed to alleviate problems and achieve goals.

There are a number of environmental issues which, early speculation indicated, might have adverse environmental effects. However, when the analysis is carried out to examine how the Circulation Element contains checks and balances that will ensure project-specific environmental review will occur at the development stage.

For this reason, a number of impacts associated with physical development are found not to be significant:

Land use policy: The proposed project becomes part of the General Plan, and does not result in internal inconsistencies.

Light and glare: The proposed project does not call for the construction of any new sources of light or glare.

8 Effects for which there are no mitigation measures

One identified potentially significant environmental impact is associated with an issue over which the City has not direct control. This is the issue of land use changes that may take

place in the unincorporated County when the East Side Bypass would be constructed.

While there is a potential mitigation measure, 4.8.2(b), which calls for an agreement between the City and County concerning route land use, there is no effective means by which the City can enforce retention of existing land use in areas over which it has not control.

If a future Board of Supervisors were to determine that it is in the interest of residents in the unincorporated area of the County to allow increased development along the bypass route, the City would be forced into a position of using CEQA or other legal action to maintain control in an adverse action. This is not a mitigation measure that can be readily contained and controlled.

9 Relationship between man's short term use of the environment and long-term environmental benefits

When considering adoption of a policy document, cities and counties must examine the long-term consequences of the proposed action. The CEQA Guidelines state:

§15126(e) The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity. (The EIR needs to d)escribe the cumulative and longterm effects of the proposed project which adversely affect the state of the environment. Special attention should be given to impacts which narrow the range of beneficial uses of the environment or pose long-term risks to health or safety. In addition, the reasons why the proposed project is believed by the sponsor to be justified now, rather than reserving an option for further alternatives, should be explained.

The City of Fort Bragg is facing a direct problem associated with traffic. Extensive congestion, decreasing driver patience, and other safety factors are being impacted by the increasing coastal population and increases in recreation users. The proposed project provides opportunities to relieve the congestion, smooth the flow of traffic, and increase traffic safety. Implementing the proposed Circulation Element does not result in the wasteful use of any significant environmental resource. The proposed project provides additional opportunities for closer scrutiny of the specific road route proposals to balance any potential adverse environmental impact with the benefits to the coastal community.

10 Project alternatives

When environmental impact reports are prepared, one aspect of the document is to include a series of alternatives to the project which provide decision-makers with an opportunity to see what other options might exist in lieu of or as a modification to the proposed project.

10.1 No project

The California Environmental Quality Act requires that the discussion of alternatives include an option called the *No project* alternative. This choice is to provide an assessment of what would occur if no action were taken to approve or conditionally approve a project.

In this case, the no project alternative would result in retention of the existing Circulation Element. Many of the problems identified in the proposed revision are reflected in the existing General Plan. The difference is that the current General Plan does not have an implementing program to carry out the solutions.

If the proposed Element is not approved, and the existing General Plan remains in effect, there would be no direction for the City from which it could develop a program to take advantage of circulation improvement opportunities.

10.2 Emphasis on public transit over private transportation

One option for which there is not an emphasis in the Circulation Element is to maintain the current street system, and attempt to reduce congestion and resolve traffic problems through the greater use of public transportation.

Public transit on the coast is limited. While the two transportation agencies provide connecting service on a scheduled regional basis, the market does not appear to be present to warrant an intracity bus system as a means of reducing traffic.

The major reason why this would appear to be feasible is that the traffic studies that have been prepared for the Highway 1 & 20 Traffic Plan indicate that the major cause of traffic congestion is not a "local rush hour" but the combination of commercial traffic, visitor traffic, and local traffic. Increased public transportation could provide spot relief for specific areas, such as a Harbor-Boatyard-Downtown jitney service, but is difficult to provide in a way as to blanket the City during peak traffic hours.

The associated problem with an emphasis on public transit is that in order to meet on-demand needs as a true alternative to intracity public transportation, the bus routes would have to be within easy walking distance of all residences and businesses in the City. The ensure that the bus trips

are timely durations and adequate schedule, a fleet of busses would be necessary.

This alternative, the issue is not whether there should be an increase in bus service but the use of public transit as a replacement for private vehicles as a method of reducing traffic on Main Street. In other words, the issue is whether busses should replace cars for the vast majority of trips in town during business hours.

In order to provide a network from which any resident could get on a bus and get to a destination (downtown, Boatyard, or the medical center) within fifteen minutes, the City would need a fleet of six busses running from 6:30 in the morning until 6:30 in the evening. Fewer busses would result in a need for a person to plan for a thirty minute trip to travel from one end of Fort Bragg to the other.

Common experience would indicate that in a community in which it takes less than fifteen minutes (except during the unusual peak traffic times) to travel from far the Veterans Building to Boatyard, it would take an extraordinary education and incentive program to encourage people to change from private car to bus on a regular basis.

The other factor is the cost of equipment, maintenance, staff, depreciation, and facilities would require that fares be extremely high. Lastly, if the City were to select this option, there is no indication that the public would use the service. If ridership figures were too low, the cost of the subsidy would be a burden on the City's finances.

The option of placing an emphasis on the use of public transit over traffic flow improvements does not appear to be a reasonable feasible alternative.

10.3 Emphasis to seek major infrastructure improvements

The opposite extreme to the emphasis on public transit is to push for major road improvement construction. An example of this would be to seek construction of a full-standard expressway bypass of Fort Bragg for Highway 1. This alternative would divert all through traffic from the City to an undetermined route east of town.

The most likely location would be starting south of Simpson Lane, or perhaps near Caspar, and then traveling eastward across Hare Creek and the Noyo River, over the Sherwood Ridge area, across Pudding Creek, and then reconnecting with Highway 1 near MacKerricher State Park's northern entrance.

This route would be so expensive that it is unlikely ever to be funded for the levels of traffic projected in the foreseeable future on Highway 1. The concept of the "traditional" bypass is discussed in more detail in Chapter III.B beginning on page 22. This alternative, which is considered in the

Circulation Element, does not appear to be financially possible as a solution. Its implementation is out of the control of the City Council.

10.4 Modifications to the Circulation Element

The Circulation Element was prepared in three phases. Phase One was the preliminary Circulation Element which was presented to the Council and the public in January, 1991. The environmental impact report is written for the second phase, called the Draft Circulation Element. A preliminary version was presented to the community in February and March, 1991. From the meetings and discussions with the City Council, certain changes were made to the original version submitted by Staff. Phase Three will be the Final EIR and Final Element.

Many of the changes dealt with the timing of improvements or changing the allocation of Staff and financial resources to later years. Several changes resulted in policy changes. The most significant change along this line concerns the Stewart Street Couplet.

The Preliminary Version of the Circulation Element showed two options for connecting the couplet at the north end of Main Street. Option One was to make the connection at Elm Street, which would result in southbound traffic being diverted to Stewart Street between Elm (on the north) and Pine Street on the south. What is now a three block lightly traveled street would become a major arterial. The Council directed that the couplet connection be made at Pine Street parallel to the rail road tracks. This would bypass the area of Stewart between Elm and Pine.

If the Council were to select the other option, the change in traffic patterns would become a potentially significant effect for the residences and businesses along Stewart Street in that area. Reverting to the original proposal would not be an environmentally responsible decision. As proposed, the Circulation Element avoids this potential impact entirely.

Because this option generates environmental impacts that are not presently part of the Circulation Element, it is considered not to be a feasible alternative.

11 Statements of over-riding consideration

If the City adopts the Circulation Element as it is proposed, there is one significant effect for which there is no mitigation measure that can be enforced by the City. In the case where a lead agency is approving a project that has unmitigated significant environmental effects, the agency must approve

Statements of Overriding Consideration. This chapter of the EIR proposes the language for the statement needed for this project.

When the Circulation Element is implemented, it calls for the construction of a new road to serve as an alternate means of moving traffic in and around the City of Fort Bragg. The new road, which is designated as the East Side Bypass *in the Element, consists of an extension or reconstruction to Hanson Lane and Monson Way, construction of a new bridge across the Noyo River, and construction of a new bridge over Pudding Creek. The entire length of the road is located in the unincorporated area of the County of Mendocino. There are no roads constructed to standards that would accommodate major traffic volumes in this area. Because of the lack of access, land use in the unincorporated area adjoining the possible conceptual route is that is in private ownership is generally within a three to five acre residential density. If the road is constructed, the County may receive requests to increase residential density in the area or consider other, more intensive land uses.*

As mitigation, the environmental impact report proposes that the City enter into an agreement with the County to maintain current land use densities in this area. While this agreement may provide short-term mitigation, there is no way that the City can enforce its continued standing on future Boards of Supervisors.

The need to provide a local *bypass for residents of the Mendocino Coast, both within the City of Fort Bragg and those in the unincorporated area has a substantial benefit in reducing traffic congestion, increasing traffic safety, and aiding in reducing the traffic volume on Highway One through the City. There are specific political and social considerations that make infeasible the continued enforcement of the mitigation measure once the Board of Supervisors would decide to amend its General Plan to increase residential densities in the area.*

12 Environmental compliance and mitigation monitoring program

12.1 Summary of mitigation measures

Upon certification of the EIR and approval of the Circulation Element, the City will need to adopt a program to ensure that the selected mitigation measures in the Environmental Impact Report are carried out. This chapter identifies the mitigation measures and how the enforcement program will be carried out.

(a) *Mitigation measure 4.2.2(a):* When a specific project route is selected and the environmental process begins, the

Tiered Environmental Impact Report shall incorporate a study on the changes in soil absorption patterns due to the compaction and overcovering of the area.

(b) *Mitigation measure 4.2.2(b):* Any proposal to construct a new road or reconstruct an existing road shall require that the engineering firm designing the road alignment, grade, and structure address the effects of surface run-off on erosion-prone surfaces.

(c) *Mitigation measure 4.2.2(c):* The environmental analysis of the Cypress Extension along the coastal bluffs shall include an assessment of the potential for changes to the beach areas on the north shore of Noyo Bay.

(d) *Mitigation measure 4.3.2(a):* The same mitigation program defined in Mitigation Measure 4.2.2(c) will also provide a mitigation focus for the water impacts should they exist. Studies of surface water run-off shall include an assessment as to whether there is potential stream contamination from surface materials entering streamflows.

(e) *Mitigation measure 4.4.2(a):* When developing studies or surveys of the potential routes for new roads, a survey of plant species along the route shall be prepared as a part of the environmental assessment. If a proposed route encounters species of special concern, rare, or endangered plant species, the environmental review shall include alternatives to the proposed route or methods of mitigating the project impact to the plant communities or habitats.

(f) *Mitigation measure 4.5.2(a):* When developing studies or surveys of the potential routes for new roads, a survey of wildlife species along the route shall be prepared as a part of the environmental assessment. If a proposed route encounters species of special concern, rare, or endangered animal species, the environmental review shall include alternatives to the proposed route or methods of mitigating the project impact to the wildlife or their habitats.

(g) *Mitigation measure 4.6.2(a):* Update the noise element to determine the location of traffic noise contours compared to 1980 and determine whether the projected 1995 contours are still accurate. Additionally, provide noise models in the update for changes in circulation patterns projected in the Circulation Element.

(h) *Mitigation measure 4.6.2(b):* Environmental analysis for traffic route changes shall include a model of the changes in noise contours.

(i) *Mitigation measure 4.8.2(a):* Reevaluate the land use element to determine whether appropriate changes are necessary on Chestnut Street.

(j) *Mitigation measure 4.8.2(b):* Enter into an agreement with the County to ensure that land use densities along the

east side bypass route, once selected, are not altered. This is a mitigation measure that may be beyond the City's control.

(k) *Mitigation measure 4.11.2(a):* As the budgets are developed for constructing the proposed road extensions, the City shall provide an estimate of annual maintenance costs to the Mendocino Council of Governments in order to ensure that the County of Mendocino Department of Public Works receives adequate funds for ongoing road maintenance.

(l) *Mitigation measure 4.12.2(a):* As a part of the analysis for route selection, the City shall include a archæological survey to determine whether there are potentially significant cultural resources along the proposed route.

12.2 Enforcement of mitigation measures

Mitigation measures 4.2.2(a) through 4.5.2(a), 4.6.2(b), and 4.12.2(a) can be classified as mitigation measures that will require that specific topics be assessed in detail when the project-specific tiers of the environmental impact report process are initiated. These can be implemented through one of two methods. One is to include in the resolution approving the environmental compliance and monitoring program direction to the City Administrator that the specifications for route selection and associated environmental review are to include the needed detailed studies.

A second method, which would provide a more public record of the need for the studies would be to add implementation measures to Chapter X of the Element to require that the detailed environmental analysis be a part of the implementation of the Circulation Element.

Mitigation measures 4.6.2(a) and 4.8.2(a) direct the Council to update portions of the General Plan. In order to carry out this mitigation measure, the Council needs to provide in its short- or intermediate-term financial planning funding to update the General Plan. This may be accomplished by direction to the City Administrator.

Mitigation measure 4.8.2(b) requires entering into a joint powers agreement or other mutual agreement with the County. This can be accomplished by either direction to the City Administrator or by adding an implementation measure with a timeline to Chapter III.B.2 of the Circulation Element.

Mitigation measure 4.11.2(a) requires a dialogue with the Mendocino Council of Governments, CalTrans, and the County. An implementation measure should be added to Chapter III.B.2 of the Circulation Element to ensure assessment of the long-range fiscal impact.

The Council needs to adopt a resolution approving the specific mitigation program it wants carried out.

13 Footnotes for the Environmental Impact Report

a. A *lead agency* is the public agency with principal responsibility for carrying out the project (14 CCR §15367).

b. State of California, Public Resources Code §21000 et. seq.

c. 14 CCR §§15120-15142.

d. Office of Planning and Research, CEQA: California Environmental Quality Act, Law and Guidelines (North Highlands: State of California, June, 1986), annotations page 132.

e. Ibid.

f. 14 CCR 15152(a).

g. A *responsible agency* is a public agency which will issue a permit for a project over which the lead agency has primary responsibility (14 CCR §15381).

h. A *trustee agency* is a public agency which has responsibility for management of a resource, but will not be issuing a permit or taking an action related to the proposed project.

i. Policy documents, unlike a specific project proposal, are "paper products." Building permits are not issued, subdivisions are not given tentative approval, nor are future entitlements delivered as a result of approval of the Plan or its amendments. What occurs is that the Plan opens the door to such projects. Environmental analysis of the General Plan and proposed changes needs to focus on what the open doors mean to the community.

This is a subtle, but distinct difference, between a project-specific EIR in which a physical activity will take place on a specific parcel of land. In the former, areas in which special development consideration are needed can be identified, but specific mitigation cannot be proposed because it is not known how the parcel will be developed. In the latter, a proposal is on the table for certain physical development, so that the exact impacts of the project can be examined.

j. 14 CCR Appendix G.

k. There is a potential expansion of the Traffic Plan for the North of Pudding Creek area to accommodate certain unincorporated parcels that have indicated an interest in having development or annexation potential assessed. This has not been finalized.

l. MicroTrans TGEN Traffic Generation Software, Institute of Transportation Engineers Trip General Studies.

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